

REPORT
ON
SURVEY OF LABOUR CONDITIONS
IN
MANGANESE MINING INDUSTRY
IN INDIA
1962-63



LABOUR BUREAU
MINISTRY OF LABOUR, EMPLOYMENT AND REHABILITATION
GOVERNMENT OF INDIA

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CONTENTS

	PAGE
Preface	iii
CHAPTER I—INTRODUCTION	
Location and Growth of the Industry in India	1
Genesis of the Survey	3
Scope and Design	3
CHAPTER II—EMPLOYMENT	
Composition of the Working Force	6
Distribution by Broad Occupational Groups	6
Distribution by 'Covered' and 'Not Covered' under the Mines Act	7
Employment of Women	9
Child Labour	10
Time and Piece-rated Workers	10
Contract Labour	11
System of Recruitment	12
Employment Status	13
Length of Service	13
Absenteeism	14
Labour Turnover	15
Training and Apprenticeship	18
CHAPTER III—WAGES AND EARNINGS	
Wage Revisions	19
Pay Periods	19
Earnings : All Workers ; Production Workers ; Lowest-paid Production Workers	19
Earnings of Clerical and Watch and Ward Staff	22
Components of Earnings	23
Profit and Annual Bonuses, etc.	26
Fines and Deductions	27
Supervision of Payment of Wages to Contract Labour	27
CHAPTER IV—WORKING CONDITIONS	
Shifts	28
Hours of Work	28
Conservancy	31
Leave and Holidays : Earned Leave ; Casual Leave ; Sick Leave ; National and Festival Holidays	31
Weekly-offs	35
CHAPTER V—WELFARE AND AMENITIES	
Drinking Water Facilities	36
Washing and Bathing Facilities	36
Canteens	36
Creches	37
Lockers	38
Rest Shelters	38
Recreation Facilities	39

	PAGE
Educational Facilities	39
Medical Facilities : Hospitals and Dispensaries ; Ambulance Rooms ; First-aid Boxes	40
Transport Facilities	41
Other Amenities	41
Housing Facilities	42
CHAPTER VI—SOCIAL SECURITY	
Provident Fund Schemes	44
Pension Schemes	44
Gratuity Schemes	44
Maternity Benefits	46
Industrial Accidents	46
CHAPTER VII—INDUSTRIAL RELATIONS	
Industrial Disputes	48
Trade Unionism	48
Collective Agreements	50
Standing Orders	50
Labour and Welfare Officers	51
Works Committees	52
Production and other Committees	52
Grievance Procedure	52
Association of Workers with the Management	53
CHAPTER VIII—LABOUR COST	
Labour Cost Per Man-day Worked	54
Components of Labour Cost : Wages ; Premium Pay for Overtime and Late Shifts ; Bonuses ; Other Payments in Cash and Kind ; Social Security Contributions ; Subsidies ; Direct Benefits ; Some Other Payments Related to Labour Cost ; and Others	55
CHAPTER IX—SUMMARY OF CONCLUSIONS	
Summary of Conclusions	62
APPENDIX	
A Brief Note on the Sample Design and the Method of Estimation Adopted	67

PREFACE

Industrial labour and its problems have been the subject of interest, though varying in degree and extent, ever since India entered the industrial field over a century ago. Today, this interest has shifted from prevention of exploitation of labour to providing a fair deal and opportunities for a fuller life to labour. The growing realisation of this approach to problems of labour in India, in the context of present-day planned economic development of the country, is provided a sound base by the Surveys that reveal true conditions of labour.

The last detailed survey on a country-wide basis of the working and living conditions of industrial labour was conducted by the Labour Investigation Committee, appointed by the Government of India in 1944. The years that followed witnessed far-reaching changes in the set-up of the country, its basic policies and national objectives. As a result, the long-term strategy for economic and industrial advance recognises the well-being of the working class as an essential factor in the overall stability and progress of the country. The adoption of this policy, in the changed circumstances of the country, has brought about a new awakening in the ranks of labour and afforded them much relief in various directions through legislation and other measures.

In order to assess the impact of these measures on the industrial labour and to appraise their present conditions, a scheme for a comprehensive Survey of Labour Conditions was incorporated in the Second Five Year Plan, and its execution was entrusted to the Labour Bureau. The Survey was conducted according to a phased programme in 46 industries. This report presents data regarding manganese mines covered under the Scheme during 1962-63.

The present Survey differs considerably from similar investigations in the past in matters of design, scope and presentation of data. It has also certain distinguishing features. For example, it furnishes data separately for large and small establishments in various industries, makes a limited study of labour cost in relation to the benefits and amenities that the workers now enjoy, seeks to fill the gap in the statistics of labour turnover and absenteeism in the factory industries and provides first-hand information on certain important aspects of labour-management relations. Attempt has also been made to collect and interpret data on certain conventional items in a more meaningful way. In the presentation of the data, the effort has been to reduce the information into quantitative terms so as to serve as a benchmark for purposes of evaluation of changes at a future date. Recourse to general description has been resorted to only where the other type of treatment was not possible.

In a survey of this magnitude, it was but natural that many problems to be faced both in planning as well as execution. Most of these flowed from non-availability of up-to-date figures and absence of improper maintenance of records in many establishments. In many cases, the field staff had almost to build up the required statistics from various sources. This naturally imposed a heavy demand on the managements and the Bureau

is deeply indebted to them for their whole-hearted co-operation. The co-operation and valuable assistance received from associations of employers and workers, Labour Commissioners and other officials of State Labour Departments is also gratefully acknowledged.

The debt of gratitude that I owe to the Central Statistical Organisation and the Chief Inspector of Mines for evincing keen interest in the Survey and rendering technical advice on various matters is indeed great. I am also thankful to the Employment Division of the Planning Commission for examining the schedules and instructions and offering useful suggestions. I am equally grateful to the Bureau of Labour Statistics, U.S.A., Social Surveys Division, Ministry of Labour and Social Service, U.K., Economics and Research Branch, Department of Labour, Canada, and Labour Statistics and Research Division, Ministry of Labour, Japan, whose advice was sought on several technical matters.

The primary responsibility for conducting this Survey was ably borne by Shri B. N. Srivastava, Deputy Director, whose experience and application came into full play in this assignment. On various statistical problems arising out of the Survey, the requisite technical advice was provided by other officers at Headquarters. This Report was drafted by Dr. J. N. Mongia who received valuable assistance from Shri P. D. Gupta, Investigator Grade I. Sarvashri O. P. Oberoi and R. K. Pant, Computers assisted in computation of data. The field investigations were carried out by Sarvashri K. V. Vasudevan, R. V. Venkatachalam, R. P. Kapoor, N. G. Athavia, D. R. Arora, S. J. Balasubramanian, N. C. Gupta and V. Jayaraman under the supervision of Sarvashri S. Vaidyanathan and K. L. Lamba. Shri B. N. Srivastava, Deputy Director and Shri K. D. Chatterjee, Senior Deputy Director, took considerable pains in going through the Report and suggesting improvements in the analysis and presentation of the data in the report. To these all my thanks are due.

The views expressed in this report are not those of the Ministry of Labour, Employment and Rehabilitation (Department of Labour and Employment), Government of India.

LABOUR BUREAU, SIMLA

Dated, the 11th April, 1966

K. C. SEAL

Director

CHAPTER I

INTRODUCTION

Manganese is one of the key metals, its chief use being as deoxidiser and desulphuriser in the manufacture of steel. Excluding Russia, India ranks as the world's largest producer and supplier of manganese ore. In 1948, the figure of manganese content in the manganese ore mined in the world stood at only 21 lakh metric tons*. By 1960, it had risen to 53 lakh tons, of which U.S.S.R. alone accounted for 26 lakh tons. India's share was 4.91 lakh tons followed by South Africa's 4.38 lakh tons and Brazil's 3.76 lakh tons. The rest of the production was distributed among 37 other countries. The total quantity of ore produced in our country in 1960 was 11.99 lakh metric tons of which as much as 11.6 lakh metric tons was exported. Manganese industry of the country is not only of vital importance for the basic industry, namely steel, but also a principal foreign exchange earner.

1.1. Location and Growth of the Industry in India

India is world's principal source of hard, high grade manganese ore and in output, as mentioned above, is second only to the U.S.S.R. Deposits of manganese ore are widely distributed in the ancient rocks of Peninsular India. The beginning of the Manganese Mining Industry in our country dates back to the closing years of the last century when mining was first undertaken in the Vihakhapatnam district of Madras Presidency in 1892. The ore deposits in the Central Provinces next attracted attention and mining operations were started in the Nagpur district in 1899. About the same time, fresh discoveries of ore were made in the Bombay Presidency, Mysore and Central India. There was rapid development of the Industry in the early years of the century and production reached the zenith in 1907 recording 9.02 lakh tons of ore. The Industry enjoyed, thereafter, comparatively stable condition till the depression of the thirties. Nearly 8 lakh tons of first grade ore, valued at Rs. 2 crores, were produced, on an average, between the years 1939-1943 and almost all of it was exported. More than half of the Indian output is extracted from mines in Madhya Pradesh, which is a repository of some of the finest manganese ore deposits of the world.

The Labour Investigation Committee, which conducted a detailed investigation into the labour conditions in this Industry, estimated its employment strength as about 26.1 thousand in 1943. Statistics on employment published by the Chief Inspector of Mines indicate that since then there has been a significant rise in the number of workers employed, as will be seen from Statement 1.1. (page 2).

It is evident from the data given in Statement 1.1 that there has been considerable fluctuation both in the number of working mines and persons employed therein from year to year. Obviously, this is due to the fact that the Industry is predominantly an exporting one and thus, is subject to effects of international trade situation. Till the year 1957 there was a more or less steady expansion both in the number of mines and the workers employed therein, but since then, the Industry has been subject to recession.

*Source : 1961 Statistical Year Book of the United Nations.

STATEMENT 1.1

Number of Manganese Mines† and Average Number of Workers Employed Therein (from 1951—1961)

Year	Number of Mines	Average Daily Employment (in thousand)
1	2	3
1951	234	55.5
1952	333	74.8
1953	504	110.9
1954	503	84.8
1955	596	89.9
1956	680	109.9
1957	735	110.2
1958	619	86.9
1959	504	59.9
1960	519	56.9
1961	416	46.9

Source : Annual Reports of the Chief Inspector of Mines in India.

†Registered under the Mines Act, 1952.

The general economic conditions affecting the manganese ore industry continued to be adverse leading to a fall in output and increase in over-all cost per ton of ore produced. Statement 1.2 shows the distribution of manganese mines in the country, according to principal manganese producing States, and total employment therein.

STATEMENT 1.2*

Distribution of Manganese Mines According to Principal Manganese Producing States—1961

State	Number of Mines†	Average Daily Employment
1	2	3
1. Andhra Pradesh	57	2,878 (6.1)
2. Madhya Pradesh	101	10,935 (23.3)
3. Maharashtra	100	9,122 (19.5)
4. Mysore	95	10,706 (22.8)
5. Orissa	50	9,911 (21.1)
6. Other States	13	3,371 (7.2)
ALL-INDIA	416	46,923

**Source :* Annual Report of the Chief Inspector of Mines for the year ending 31st December, 1961.

†Registered under the Mines Act, 1952.

Note : Figures within brackets are percentages to total employment.

It is clear from Statement 1.2 that judged from the number of persons employed, the Industry is mainly concentrated in the States of Madhya Pradesh and Mysore with Orissa and Maharashtra following close behind.

1.2. Genesis of the Survey

The first comprehensive survey of conditions of labour in various industries in India, on a country-wide basis, was conducted by the Royal Commission on Labour during 1929-31. Its reports and findings formed the basis of various ameliorative measures. After a lapse of over a decade, i.e. in 1944, the Government of India appointed another Committee, namely, the Labour Investigation Committee, to enquire into the conditions of labour in all important industries. The Committee conducted, in 1944-45, detailed investigations in 38 industries, including the Manganese Mining Industry, and besides a main report on labour conditions in general, published individual reports in respect of various industries. These reports proved to be a useful source of information required for the formulation of labour policy. The years that followed witnessed many changes of far-reaching significance. For instance, many legislative measures were adopted to improve working and living conditions and several schemes were introduced for promoting welfare and social security of workers. The setting up of the adjudication machinery also led to improvement in conditions of work and increase in wages in various industries. Above all, the attainment of Independence by the country gave a new status to the working classes. In view of these developments, the Ministry of Labour as well as the Planning Commission considered it necessary that a fresh comprehensive survey of labour conditions in various industries should be conducted so that it may be possible to assess the effects of the various measures adopted in the past and obtain a precise picture of the existing conditions and problems of labour for purposes of deciding the future course of action. Accordingly, a scheme for the conduct of a Survey of Labour Conditions was included in the Second Five Year Plan, and the Labour Bureau, Simla, was entrusted with the execution of this scheme.

1.3. Scope and Design

A note attached to the report (Appendix) gives details relating to the sample design and method of estimation adopted. An examination of the list of manganese mines registered under the Mines Act, 1952 revealed that though the Industry covered a wide area of the country, but was mainly concentrated in certain States. To facilitate a study of characteristics of the main pockets of concentration, separate samples were drawn in respect of these pockets, viz., Orissa, Maharashtra, Madhya Pradesh and Mysore. Mines located in all other States were clubbed together to form the Residual Group. Earlier investigations had indicated the existence of wide variations in conditions of work and standard of welfare and amenities, etc., in the establishments of different size groups in various industries. It was, therefore, considered desirable to collect data separately for establishments of different sizes. In the light of the resources available, and from the point of view of practicability it was decided that for the purposes of the Survey, manganese mines in the country may be divided into two size groups. The cut-off point used for this purpose was the average employment size of manganese mines in the country as a whole. This figure was 141 for the year 1958. Thus, all the mines employing more than 141 workers were treated as large mines and the rest as small ones. The sampling fraction adopted was 33.3 per cent. for large mines and 16.6 per cent. for small mines.

This was done in order to safeguard against shrinkage of sample size due to closures and other contingencies. Further details relating to sample design and method of estimation appear in the Appendix.

For purposes of drawing the samples, the latest available, *i.e.* 1958 list of manganese mines, registered under the Mines Act, was used. Statement 1.3 (p. 5) shows the number of manganese mines together with the number of workers employed therein (a) in the frame, (b) in the sample, and (c) in the sample actually covered.

It will be seen from the Statement (1.3) that out of the sampled units selected (*vide* col. 4) nearly 61 per cent. were either found closed or reported to have changed their line of production. The closure rate was particularly very high in the case of small mines. In the States of Andhra Pradesh, Rajasthan and Bihar, which were included in the Residual Group, all the sampled units featuring in the 1958 list were found to be closed and, therefore, none could be covered. Thus, the Survey actually covered only 8.3 per cent. of the total number of mines accounting for 18.5 per cent. of the total employment in the industry.

In view of a very high rate of closure of small mines, the samples actually covered were found to be too few to give any reliable information separately for large and small mines. Hence, separate data are not being given in the report for the two size groups. Since only those mines which featured in the frame were included in the sample and it was not possible to take account of the new mines which came into being till the start and during the period of the Survey, the information given in this report should be treated to relate to conditions in the mines which were in existence during the period to which the frame relates (*i.e.*, 1958) and which continued to exist till the time of the Survey.

The data were collected by personal visits of the field staff of the Bureau. With a view to testing the schedule and instructions prepared for the Survey as also to impart training to the field staff, a pilot enquiry was conducted in September and October, 1959. On the basis of the experience of this enquiry, the schedule* and instructions were suitably revised. The main field enquiry was launched in September, 1962 and was completed in May, 1963. Since the enquiry in essence was during 1962 and 1963, the data, except where specifically mentioned, should be treated to relate to this period.

As already mentioned, manganese mines were surveyed by the Labour Investigation Committee, too, in the course of their enquiry into labour conditions in mining industries. With a view to indicating the developments and changes which have taken place since then, some remarks have been given in this report regarding the position at the time of the Committee's enquiry and the present Survey. Since there are differences in the scope of the previous enquiry and the present Survey, the comparisons, wherever made, may be treated to be only broadly valid.

*The Schedule used for the Survey has been published in the Reports relating to Silk and Jute Industries.

STATEMENT 1.3

Number of Manganese Mines and Persons Employed Therein in the Frame and As Covered by the Survey

Centre	In the Frame (1958)		In the Sample Selected		In the Sample Ultimately Covered	
	Number of Mines	Number of Workers Employed	Number of Mines	Number of Workers Employed	Number of Mines	Number of Workers Employed
1	2	3	4	5	6	7
1. Madhya Pradesh	.	.	151	24,667	32	6,578
2. Maharashtra	.	.	169	20,359	34	5,295
3. Mysore	.	.	149	23,110	32	6,199
4. Orissa	.	.	95	15,147	20	4,341
5. Residual	.	.	60	3,409	13	1,183
6. ALL-INDIA	.	.	615	86,692	131	23,596
					51 (8.3)	16,064 (18.5)

Note : (i) Figures within brackets in columns (6) and (7) are percentages to total number of mines and total employment in columns (2) and (3) respectively.

(ii) Statistics given in columns (2) and (3) may not tally with similar figures for 1958 given in Statement 1.1. The above figures are based on the list available at the time of drawing samples, whereas Statement 1.1 contains final figures.

*All the sampled units selected in the Residual Group were found closed at the time of the Survey and hence no statistics pertaining to this group are presented in this as well as subsequent Statements.

CHAPTER II

EMPLOYMENT

From the point of view of employment, Manganese Mining Industry ranks fourth among the mining industries in India. The Labour Investigation Committee which conducted a detailed investigation into the labour conditions in the Industry estimated its employment as 26,080 and the number of mines in British India as 90, in the year 1943. Statistics published by the Chief Inspector of Mines indicate that, since then, there has been a significant rise in the number of workers employed as well as the number of manganese mines in the country. In 1962 the employment figure stood at 39.1 thousand, or about 50 per cent. more than that of 1943, and the number of mines rose to 322 recording as high an increase as 258 per cent.

During the course of the present Survey, with a view to ensuring comparability as well as uniformity of statistics collected from different sampled mines, data pertaining to the composition of the working force were collected for a fixed date, *i.e.*, June 30, 1962. The Survey results show that on this date, the estimated total number of workers employed in the manganese mines registered under the Mines Act, was about 45.2 thousand. This estimate differs from the statistics of the Mines Act (*i.e.* 46.9 thousand) for the year 1961, because of the fact that it relates to a particular point of time, *i.e.*, 30th June, 1962 whereas the Mines Act figure represents the average daily employment during the year 1961. It would thus be seen that our figure confirms the declining trend of employment in 1962.

2.1. Composition of the Working Force

2.1.1. *Distribution by Broad Occupational Groups*

For purposes of the present Survey, the internationally accepted classification* of employees was followed according to which the workers have been classified into the following categories :—

- (a) Professional, Technical and Related Personnel.
- (b) Administrative, Executive and Managerial Personnel.
- (c) Clerical and Related Workers (including Supervisory).
- (d) Production and Related Workers (including Supervisory).
- (e) Watch & Ward and Other Services.

Based on the above classification, the estimated total number of workers by broad occupational groups in different Centres of the Manganese Mining Industry is given in Statement 2.1. (page 7).

The Statement (2.1) shows that the working force in the Manganese Mining Industry comprised predominantly 'Production and Related Workers' who accounted for about 91 per cent. of the total. The proportion of workers belonging to this group did not vary widely from one stratum to

International Standard Classification of Occupations adopted by the International Labour Organisation.

STATEMENT 2.1

Estimated Percentage Distribution of Workers by Broad Occupational Groups in the Manganese Mining Industry

(June, 1962)

Centre	Estimated Total No. of Workers	Profes- sional, Technical and Related Personnel	Adminis- trative and Manage- rial Personnel	Clerical and Related Workers (including Supervisory)	Production and Related Workers (including Supervisory)	Watch and Ward and Other Services
1	2	3	4	5	6	7
1. Madhya Pradesh	11,309	56 (0.5)	89 (0.8)	238 (2.1)	10,076 (89.1)	850 (7.5)
2. Maharashtra	10,844	76 (0.7)	92 (0.9)	222 (2.0)	9,631 (88.8)	823 (7.6)
3. Mysore	10,406	7 (0.0)	68 (0.7)	88 (0.8)	9,821 (94.4)	422 (4.1)
4. Orissa	12,639	50 (0.4)	46 (0.4)	131 (1.0)	11,649 (92.2)	763 (6.0)
5. ALL-INDIA	45,198	189 (0.4)	295 (0.7)	679 (1.5)	41,177 (91.1)	2,858 (6.3)

Note.—Figures relate to workers 'Covered' as well as "Not covered" under the Mines Act, 1952.

another, the range being from 88.8 in Maharashtra to 94.4 in Mysore. Persons engaged for 'Watch and Ward and Other Services' formed the next important group in the Industry constituting nearly 6 per cent. of the total working force. The rest of the employees (only about 3%), were 'Clerical and Related Workers', 'Administrative, Executive and Managerial Personnel' and 'Professional, Technical and Related Personnel', the number employed in the last two categories being almost insignificant.

The bulk of the working force in the Industry (nearly 98%) was engaged only in open cast and surface workings. Only about 2 per cent. of the 'Production Workers' were employed for underground work.* During the course of the present Survey, underground operations were noticed only in a few mines in Madhya Pradesh and workers employed in such operations accounted for nearly 8 per cent. of the total 'Production Workers' in that Centre. In view of this insignificant proportion of underground workers in the Industry, statistics pertaining to employment strength, labour turnover, absenteeism, length of service, employment status, etc., have been given for all the workers combined, i.e., workers employed in surface, open cast and underground workings, and not separately for each category.

2.1.2. Distribution by 'Covered' and 'Not Covered' under the Mines Act.

Under the Mines Act, 1952, a person is said to be "employed" in a mine who works under appointment by or with the knowledge of the manager,

*At the time of the Labour Investigation Committee's enquiry the proportion of underground workers was 4.5 per cent.

STATEMENT 2.2
Estimated Percentage Distribution of Workers into 'Covered' and Not covered under the Mines Act, 1952, in the
Manganese Mining Industry
 (June, 1962)

Centre	Professional, Technical and Related Personnel		Administrative, Executive and Managerial Personnel		Clerical and Related Workers (including Supervisory)		Production and Related Workers (including Supervisory)		Watch and Ward and Other Services		Total	
	Covered	Not covered	Covered	Not covered	Covered	Not covered	Covered	Not covered	Covered	Not covered	Covered	Not covered
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Madhya Pradesh	49 (87.5)	7 (12.5)	72 (80.9)	17 (19.1)	224 (94.1)	14 (5.9)	10,076 (100.0)	—	612 (72.0)	238 (28.0)	11,033 (97.6)	276 (2.4)
2. Maharashtra	47 (61.8)	29 (38.2)	56 (60.9)	36 (39.1)	159 (71.6)	63 (28.4)	9,631 (100.0)	—	584 (71.0)	239 (29.0)	10,477 (96.6)	367 (3.4)
3. Mysore	7 (100.0)	—	68 (100.0)	—	88 (100.0)	—	9,821 (100.0)	—	319 (75.6)	103 (24.4)	10,303 (99.0)	103 (1.0)
4. Orissa	47 (94.0)	3 (6.0)	46 (100.0)	—	131 (100.0)	—	11,649 (100.0)	—	763 (100.0)	—	12,636 (100.0)	3 (0.0)
5. ALL-INDIA	150 (79.4)	39 (20.6)	242 (82.0)	53 (18.0)	602 (88.7)	77 (11.3)	41,177 (100.0)	—	2,278 (79.7)	580 (20.3)	44,449 (98.3)	749 (1.7)

Note.—Figures within brackets indicate percentages.

whether for wages or not, in any mining operation, or in cleaning or oiling any part of any machinery used in or about the mine, or in any other kind of work whatsoever incidental to, or connected with, mining operations'. According to this definition, the Survey has revealed, that as many as about 98 per cent. of the workers were covered under the Mines Act whereas the rest fell outside the purview of the Act. Details of workers 'Covered' and 'Not covered' in different occupational groups are given in Statement 2.2 (See page 8).

It will be seen from the Statement (2.2) that the proportion of persons not covered under the Act was about 3.4 per cent. in Maharashtra and 2.4 per cent. in Madhya Pradesh. In Mysore, such workers formed only 1 per cent. of the total while in Orissa their number was almost nil.

Among the different occupational groups, Professional, Technical and Related Personnel 'not covered' under the Act formed the highest proportion of the total in that category (about 20.6%) while those engaged for 'Watch and Ward and Other Services' followed close behind being about 20.3 per cent., at the all-India level.

A further examination of the available data has shown that of the total number of workers 'covered' under the Mines Act (*i.e.*, 44,449), 92.6 per cent. belong to the group 'Production and Related Workers', 5.1 per cent. to 'Watch and Ward and Other Services', 1.4 per cent. to 'Clerical and Related Workers', 0.6 per cent. to 'Administrative, Executive and Managerial Personnel' and 0.3 per cent. to 'Professional, Technical and Related Personnel'. Similarly, the break-up of the total number of workers 'not covered' under the Act (*i.e.*, 749), was nil, 77.4, 10.3, 7.1 and 5.2 per cent. for the above-mentioned groups, respectively.

2.2. Employment of Women

Female labour was common in the Manganese Mining Industry since all the mines surveyed were found to have women on their rolls. The following Statement shows the relative employment strength of men and women in the Industry (See page 10).

It will be noticed from the Statement (2.3) that in the Industry as a whole, women workers constituted nearly 46 per cent. of the total employed* and their proportion varied only slightly as between the different Centres.

The Labour Investigation Committee had found that the percentage of women labour in the Manganese Mining Industry, in 1943, was about 46.2, which means that during the intervening period there has been practically no change in the composition of the working force.

Of the total women workers employed in the Industry, 97.5 per cent. were engaged on production and related processes and the rest belonged to the groups 'Watch and Ward and Other Services' and 'Professional, Technical and Related Personnel'. Those engaged for watch and ward and other services were working as water suppliers and creche attendants while women falling in the other category were found employed mostly as nurses in hospitals and dispensaries. As for individual Centres, there was very little variation in the percentage of women in the above occupational groups, *i.e.*,

*Covered' under the Mines Act, 1952.

STATEMENT 2.3

Estimated Proportion of Men and Women in the Working Force in the Manganese Mining Industry*

(June, 1962)

Centre	Total Number of Mines	Percentage of Mines Employing Women	Total Number of Workers Employed†	Workers who were	
				Men	Women
1	2	3	4	5	6
1. Madhy Pradesh .	90	100·0	11,033	5,909 (53·6)	5,124 (46·4)
2. Maharashtra .	91	100·0	10,477	5,374 (51·3)	5,103 (48·7)
3. Mysore . .	57	100·0	10,303	5,595 (54·3)	4,708 (45·7)
4. Orissa . .	43	100·0	12,636	7,216 (57·1)	5,420 (42·9)
5. ALL-INDIA .	281	100·0	44,449	24,094 (54·2)	20,355 (45·8)

Note.—Figures within brackets indicate percentages.

*No children were found employed in the Industry.

†Covered under the Mines Act, 1952.

'Production Workers' constituted from 96 to 99 per cent. of the total women employed in these Centres.

There was a wide variety of jobs on which women were employed in production processes, but the main were mining of bed-ore, dump cleaning, chilly boulding (*i.e.*, carrying of dug-out earth in baskets on their heads), sorting, stacking, cleaning, picking, etc. The main reason for employment of women was that they were paid less wages and could do these light jobs with almost equal efficiency. Moreover, it was reported that carrying of dead loads was considered derogatory by male workers and hence women had to be employed for such a job. Women were also stated to be more suitable for breaking of big ore stones into smaller pieces and sorting them out as these jobs required patient application. The need to augment family's earnings also brought women to the labour market. The managements, on their part, felt obliged to provide jobs to the wives of their workers. In the case of imported labour, another advantage in giving employment to their female folks was that the male labour got stabilised to some extent as they did not have to go to their native places to see their families.

2.3. Child Labour

The findings of the Survey reveal that the system of employing child labour was not in vogue in any of the sampled units. At the time of Labour Investigation Committee's enquiry also, there was no child labour in this Industry.

2.4. Time and Piece-rated Workers

Both the systems of payment, *i.e.*, time as well as piece rates, were prevalent in the Manganese Mining Industry. Data were collected in respect

of the distribution of 'Production Workers', employed directly as well as through contractors, who were covered under the Mines Act. Details regarding percentage distribution of these workers by sex and mode of payment are set out in Statement 2.4.

STATEMENT 2.4

Estimated Percentage Distribution of 'Production Workers' by Method of Payment in the Manganese Mining Industry

(June, 1962)

Centre	Total No. of Production Workers*	Percentage of Workers		Percentage Distribution of Workers by Sex and Method of Payment			
				Men		Women	
		Time- rated	Piece- rated	Time- rated-	Piece- rated	Time- rated	Piece- rated
1	2	3	4	5	6	7	8
1. Madhya Pradesh	10,076	20.3	79.7	38.8	61.2	1.5	98.5
2. Maharashtra	9,631	11.6	88.4	21.1	78.9	2.8	97.2
3. Mysore	9,821	100.0	—	100.0	—	100.0	—
4. Orissa	11,649	52.8	47.2	54.5	45.5	50.6	49.4
5. ALL-INDIA	41,177	46.5	53.5	54.5	45.5	37.8	62.2

*Covered under the Mines Act, 1952.

It will be seen from the Statement that in the country as a whole, 53.5 per cent. of the workers were paid on the basis of piece-rates and the rest (46.5%), were time-rated. Usually actual mining operations were carried on by workers who were paid on a piece-rate basis. Those required for miscellaneous jobs on the surface, and workers belonging to the groups other than 'Production and Related Workers', were generally being paid on time-rates. The percentage of piece-rated employees was as high as about 88 in Maharashtra and 80 in Madhya Pradesh, but in Mysore it was nil. In Orissa, about 47 per cent. of the workers got their wages on the basis of piece-rates.

2.5. Contract Labour

The practice of employing workers through contractors seems to be quite common in the Manganese Mining Industry. Data collected during the course of the Survey show that nearly 24 per cent. of the mines employed contract labour and the number of persons so employed accounted for 32 per cent. of the total number of 'Production Workers' in the Industry. Statement 2.5 shows the volume and extent of contract labour in the labour in the different Centres.

It will be noticed from the Statement (2.5) that the proportion of contract labour was the highest in Maharashtra, i.e., nearly 63 per cent. of the total number of 'Production Workers' employed in that Centre, followed by Madhya Pradesh (about 43%). In Orissa and Mysore, contract workers comprised nearly 15 and 11 per cent., respectively.

STATEMENT 2.5

Volume and Extent of Contract Labour in Manganese Mining Industry

(June, 1962)

Centre	Number of Mines	Estimated Percentage of Mines Employing Contract Labour	Estimated Total Number of 'Production Workers' in the Industry	Estimated No. of 'Production Workers' Employed Through Contractors
1	2	3	4	5
1. Madhya Pradesh . . .	90	29.3	10,076	4,298 (42.7)
2. Maharashtra	91	16.5	9,631	6,052 (62.8)
3. Mysore	57	9.8	9,821	1,099 (11.2)
4. Orissa	43	46.2	11,649	1,728 (14.8)
5. ALL-INDIA	281	23.8	41,177	13,177 (32.0)

Note.—Figures within brackets in Col. 5 are percentages to Col. 4.

Contract labour was employed for a variety of jobs, the chief of which were bed-ore mining, boulder chipping, sorting, dressing and loading of ore, jigging, drilling and blasting, trolley pulling, and time-keeping and recording. However, a notable feature in this Industry was that in most of the mines employing contract labour, it was not employed on any particular occupation but for the entire production process. Only supervisory production staff was employed directly. The reasons advanced for engaging workers through contractors were mainly two, that it was economical and there was a general scarcity of local labour. Managements were also reported to have said, in this connection, that employing labour through contractors was an old practice in the Industry and it saved them a lot of botheration about disbursement of wages, maintenance of records, etc., and also eliminated labour troubles to a great extent. On the other hand, the conclusions arrived at by the Labour Investigation Committee deserve special mention in this context. The Committee had remarked, "If the system of raising contractors is abolished, the cost of production will go down and labour will not only get better wages but, on the whole, a better deal from the employers".

2.6. System of Recruitment

According to the present Survey, a vast majority of the departmental workers (about 95%) were found to have been recruited directly by managements—94 per cent. at the mining premises and 1 per cent. through departmental heads. Those recruited indirectly constituted the rest, *i.e.*, about 5 per cent., all of them through advertisement. There was no recruitment through intermediaries like mistries, jobbers, recruiters or labour contractors.

The system of recruitment at the mining premises was most popular in Mysore, about 99 per cent. of the workers in that Centre having been thus recruited. The corresponding figures for Maharashtra and Madhya Pradesh were about 95 per cent., each, and for Orissa Centre, roughly 89 per cent.

2.7. Employment Status

Data relating to employment status collected during the Survey were confined to only directly employed 'Production Workers'. It may be mentioned that, under the Industrial Employment (Standing Orders) Act, 1946, it is obligatory for all establishments employing 100 or more workers to classify them into permanent, temporary, etc. Since there could be no firm basis for the classification of workers into various groups in those mines where Standing Orders did not exist, reliance had to be placed on the figures given by the managements. Statement 2.6 shows the distribution of 'Production Workers' employed directly according to their employment status.

STATEMENT 2.6

Estimated Percentage Distribution of 'Production and Related Workers' by Employment Status in the Manganese Mining Industry

(June, 1962)

Centre	Total No. of Production Workers*	Percentage Distribution of Workers into					
		Perma- nent	Proba- tioners	Tempo- rary	Badlis	Casual	Appren- tices
1	2	3	4	5	6	7	8
1. Madhya Pradesh	5,778	62.0	—	38.0	—	—	—
2. Maharashtra	3,579	47.5	—	46.4	—	6.1	—
3. Mysore	8,722	33.3	—	37.0	—	24.7	—
4. Orissa	9,921	71.2	—	28.7	—	0.1	—
5. ALL-INDIA	28,050	56.0	—	35.5	—	8.5	—

*Covered under the Mines Act, excluding Contract Workers.

It will be seen from the Statement (2.6) that in the country as a whole, 6 per cent. of the workers were permanent, 35.5 per cent. temporary and 8.5 per cent. casual. There were no probationers, apprentices or *badli* workers in the Industry. The higher proportion of permanent workers in Orissa and Madhya Pradesh, as compared to other Centres, indicates somewhat stable employment in the Industry in these Centres. This is further substantiated by figures given in Statement 2.7. In Maharashtra and Mysore, where the proportion of workers was more in the non-permanent group, i.e., temporary and casual taken together) the general explanation given by the managements for low percentage of permanent workers was that the workers did not stick to their jobs and/or that often they left as soon as they got better jobs or when they had to attend to agricultural operations, social, religious ceremonies, etc. Consequently, few worked long enough to qualify for permanency.

2.8. Length of Service

A study of distribution of directly employed 'Production Workers' according to length of service was made during the present Survey. Wherever managements maintained any records showing the date of appointment of their employees the information was collected from such records, but in their absence, the version of the managements was relied upon. Data collected are presented in Statement 2.7.

STATEMENT 2.7

*Estimated Percentage Distribution of 'Production and Related Workers'
According to Length of Service in the Manganese Mining Industry*

(June, 1962)

Centre	Total No. of Production Workers*	Percentage Distribution of Workers with Length of Service				
		Under one year	1 year and above but less than 5 years	5 years and above but less than 10 years	10 years and above but less than 15 years	15 years and above
1	2	3	4	5	6	7
1. Madhya Pradesh	5,778	53.9	20.1	13.4	11.4	1.2
2. Maharashtra	3,579	69.6	14.7	8.2	3.9	3.6
3. Mysore . . .	8,722	92.3	6.4	1.3	—	—
4. Orissa . . .	9,921	44.2	22.6	14.8	15.7	2.7
5. ALL-INDIA	28,000	64.4	16.0	9.5	8.4	1.7

*Covered under the Mines Act and employed directly.

It is significant that the percentage of workers having less than one year's service was very high, being about 64, in the Manganese Industry. It will also be noticed that there was progressive decline in the percentage of workers falling in the other subsequent service groups. This could be due to wide fluctuations in the number of workers employed from year to year or even month to month on account of such factors as trade conditions, agricultural seasons and weather conditions.

As among the different Centres, Mysore had the highest percentage of workers having less than one year's service (about 92%), followed by Maharashtra (nearly 70%) and Madhya Pradesh and Orissa about 54 and 44 per cent., respectively. That there was a relatively stable working force in Orissa and Madhya Pradesh Centres of the Industry is reflected by the fact that in the former State about one-third of the employees had a service of over 5 years and in the latter, about 26 per cent. of the workers had put in more than 5 years' service.

2.9. Absenteeism

Data pertaining to absenteeism were collected only in respect of 'Production Workers' employed directly, excluding casual and *badli* workers. The information collected for 12 months, from July, 1961 to June, 1962, appears in Statement 2.8. However, these data are subject to some limitations. It was found in some cases that if a worker left the establishment during the currency of any pay period, his name was not removed from the register, nor any remark to the effect that he left service was given against his name. Instead, only absences were marked. Since the data were collected for a period of the preceding twelve months it was not possible to find out all cases of quits* and genuine absences.

*Quits are termination of employments initiated by employees because of acceptance of jobs elsewhere, dissatisfaction, marriage, maternity, ill-health, unauthorised absence, etc.

STATEMENT 2.8

Estimated Absenteeism Rate in the Manganese Mining Industry*

(July, 1961 to June, 1962)

Months	Absenteeism Rate in				
	Madhya Pradesh	Maharashtra	Mysore	Orissa	ALL-INDIA
1	2	3	4	5	6
July, 1961 . . .	30.3	14.6	21.2	20.8	23.5
August, 1961 . . .	16.2	20.2	14.9	17.4	16.2
September, 1961 . . .	19.5	14.4	16.3	14.7	16.6
October, 1961 . . .	16.7	10.6	8.8	20.6	17.0
November, 1961 . . .	29.0	13.2	9.0	18.3	18.4
December, 1961 . . .	13.0	13.5	6.6	20.3	13.7
January, 1962 . . .	18.3	11.9	7.1	16.2	13.0
February, 1962 . . .	16.5	13.1	7.2	16.1	12.8
March, 1962 . . .	18.3	21.4	8.8	16.9	14.8
April, 1962 . . .	20.2	16.6	8.5	16.5	15.2
May, 1962 . . .	23.1	21.4	9.3	22.0	20.1
June, 1962 . . .	17.4	24.7	15.2	15.4	17.2
Average (1961-62) . . .	19.7	16.3	8.3	18.0	16.2

*Percentage of man-days lost to the man-days scheduled to work.

In the country as a whole, the absenteeism rate for the Manganese Mining Industry was 16.2 per cent. As regards individual Centres of concentration, absenteeism rate was the highest (19.7%) in Madhya Pradesh, followed by Orissa (18.0%) and Maharashtra (16.3%). In Mysore, this rate was the lowest (8.3%). Unauthorised absence was observed to be the main cause of absenteeism. The high rates of absenteeism in the months of April to July and again September to November were due to the fact that in these months the workers went away to their native places for sowing and harvesting of crops, etc. In a number of mines in Madhya Pradesh workers also left their jobs, during these months, for collecting 'bidi' leaves in their villages as they could earn more by doing so than by remaining in the mines. Though the habitual absentees exposed themselves to disciplinary action, i.e., termination of service and the same practice prevailed for unauthorised absence for more than 8 to 14 days in a month, this was not proving effective as due to the general shortage of labour, the workers were usually taken back again, of course, as new hands.

2.10. Labour Turnover

Data regarding labour turnover in the Industry were also collected in respect of the same categories of workers as in the case of absenteeism. Statement 2.9 gives the rates of accessions and separations for the twelve months ending June, 1962, as revealed by the present Survey.

The Statement (2.9) shows that the rates of accession and separation in the Manganese Mining Industry were quite high being 18.4 and 16.7 per

STATEMENT 2.9
Estimated Monthly Rates of Accession and Separation in the Manganese Mining Industry (in percentage)
 (July, 1961 to June, 1962)

Month	Rate of Accession					Rate of Separation				
	Madhya Pradesh	Maharashtra	Mysore	Orissa	ALL-INDIA	Madhya Pradesh	Maharashtra	Mysore	Orissa	ALL-INDIA
1	2	3	4	5	6	7	8	9	10	11
July, 1961	.	.	11.9	13.7	12.4	40.6	2.5	52.8	18.3	25.4
August, 1961	.	.	52.6	13.4	25.8	15.6	3.5	0.6	6.3	9.0
September, 1961	.	.	33.0	10.4	20.1	16.5	4.3	8.8	4.5	9.2
October, 1961	.	.	40.5	4.8	33.4	22.2	22.0	14.2	5.0	14.0
November, 1961	.	.	4.4	2.9	21.6	51.8	4.1	18.9	9.8	24.2
December, 1961	.	.	31.8	14.9	21.6	12.8	6.9	13.2	9.6	11.3
January, 1962	.	.	20.1	11.8	22.9	16.6	3.9	15.5	9.7	12.9
February, 1962	.	.	19.5	5.2	13.0	11.3	6.1	26.2	6.3	14.8
March, 1962	.	.	16.0	5.8	10.1	13.0	15.7	29.6	5.5	16.6
April, 1962	.	.	14.2	2.6	11.3	29.1	19.1	32.6	7.8	21.6
May, 1962	.	.	7.2	9.2	11.5	19.2	10.2	84.5	11.9	26.2
June, 1962	.	.	12.0	21.0	15.4	22.9	27.0	51.6	3.8	15.2
Average (1961-62)	.	.	22.2	9.9	18.4	22.5	11.8	27.2	8.1	16.7

cent., respectively, in the country as a whole. Wide fluctuations in the working force of the Industry due to such factors as trade conditions, agricultural seasons and weather conditions were responsible for such a high turnover rate. It was observed that there was considerable reduction in the number of workers employed during 1959 and the subsequent years due to adverse trade conditions prevalent in the Industry after 1958. It was understood that the managements often received orders for the supply of ore within a specified period. To keep the deadline they employed a large number of workers who were disbanded after the work was over. The managements also stated that workers, most of whom hail from rural areas, leave the mines whenever they have to attend to agricultural operations in their native places. Heavy rains during certain parts of the year and extreme heat during some others, made the operations difficult leading to reduction in employment. Thus, while the Industry is perennial in nature, the working force is subject to fluctuations.

Another reason advanced by managements for this high rate of labour turnover was, that the workers frequently shifted from one mine to another whenever they came to know from other workers that a particular mine, being comparatively rich in ore deposits, would yield them higher earnings. This is true as the work being on piece-rate basis the earnings of the workers differed considerably due to varying richness of the ore deposits in different mines. Besides, most of the small units which have no dewatering arrangements, either close down or work with reduced labour force during the rainy season.

Speaking of different Centres, the accession as well as the separation rates were the highest in Mysore, being of the order of 28.8 and 27.2 per cent., respectively. In this State, most of the manganese mines are located in thick forests in the North Canara District. During the monsoon period, *i.e.*, June to September, there is very heavy rain in this area with the result that it is generally cut off from the rest of the State. Workers start leaving the mines right in the first week of May, and by the end of May all operations in the mines practically come to a standstill, resulting in the abnormally high rate of separations during the month of May. This is fully supported by figures in Statement 2.9. In June and July also, there are a large number of separations. In fact, managements make the bulk of recruitment after the rainy season is over. This explains the high rate of accession during October (115.6%) and November (78.9%).

In Madhya Pradesh also there is little work done during the rainy season (*i.e.*, from June to September). Workers are recruited in bulk after the rains are over. Agricultural operations in October and November, marriage and festival seasons in April and May are the other causes for the turnover during these months. As would be seen from the Statement (2.9) the accession and separation rates were the lowest in Orissa. In Maharashtra stratum also these rates were lower than those of the other Centres (except Orissa) discussed above.

During the course of the Survey a difficulty faced by the field staff was that most of the managements did not maintain any records indicating separations by causes. No accurate data could, therefore, be collected on this point. However, on the basis of the managements' version some information pertaining to separations by causes was collected and the results are presented in Statement 2.10.

STATEMENT 2.10
Estimated Percentage Distributions of Separations by Causes in the
Manganese Mining Industry
(July, 1961 to June, 1962)

Centre	Discharge or Dismissals	Quits	Retirement or Death etc.
1	2	3	4
1. Madhya Pradesh	3.5	96.4	0.1
2. Maharashtra	0.1	99.8	0.1
3. Mysore	7.4	92.6	—
4. Orissa	24.5	74.5	1.0
5. ALL-INDIA	8.7	91.1	0.2

It will be seen that in the Industry as a whole, nearly 91 per cent. of the total separations were due to quitting of the jobs by workers. 'Discharge or dismissals' and 'retirement or death' together accounted for the rest. As regards individual Centres of concentration, 'quits' were the main reason in all the Centres, but in Orissa the percentage of separations due to discharge or dismissals was also significant being 24.5.

2.11. Training and Apprenticeship

The Survey results show that the system of providing training to miners was not in vogue in any of the sampled manganese mines in the country.

CHAPTER III

WAGES AND EARNINGS

3.1. Wage Revisions

Being subject to various influences, wages are generally dynamic in all industries. It was, therefore, considered useful to study the changes that might have taken place in the wage structure in the Manganese Mining Industry during recent years, and the factors which were mainly responsible for such changes. Information was collected during the Survey in respect of the wage revisions affecting a majority of workers in the various mines, since 1956. The data available show that managements of about 67 per cent. of the manganese mines in the country had revised the wages of their employees. The percentages of such mines in the different Centres were, cent. per cent. in Madhya Pradesh, about 90 per cent. in Mysore, 70 per cent. in Orissa and only 20 per cent. in Maharashtra. Of the mines where wage revisions had taken place, 27 per cent. were found to have done so once, about 55 per cent. twice, 15 per cent. thrice and the rest (nearly 3%) four times.

About 38 per cent. of the wage revisions in the Industry were the result of agreement between employers and workers, in nearly 35 per cent. of the cases the managements had increased the wages of their workers on their own, whereas adjudication awards were found to have brought about wage revisions in the rest of the cases (*i.e.* about 27%).

3.2. Pay Periods

Data collected during the Survey pertaining to pay period of the workers covered under the Mines Act show, that out of the total number of 44.5 thousand workers employed in the Industry, about 73 per cent. were paid wages once in a week, about 23 per cent. every month, and the remaining nearly 4 per cent. fortnightly. Statement 3.1 shows the distribution of workers according to their pay period in the different Centres of the Industry.

The predominant system of payment of wages was weekly in all Centres except Mysore where such payments were usually made either monthly or fortnightly. The system of monthly payments was found to be restricted, generally, to persons employed as supervisors or those who belonged to professional, technical, administrative and clerical categories.

3.3. Earnings

Information relating to man-days worked, and the basic wages, dearness allowance and other emoluments earned by workers during a pay period, preceding the specified date (*i.e.*, June 30, 1962), was collected from each of the sampled mines. The data relate to workers covered under the Mines Act, 1952. Since 'Production Workers' constituted the bulk of the working force, information in respect of this group was collected separately for men and women*. In view of the fact that a detailed Occupational Wage Survey was conducted by the Bureau in 1958-59, no attempt was made in the course of the present Survey to collect data pertaining to earnings of workers by occupations.

*There was no child labour in the Industry at the time of the survey

STATEMENT 3.1

Estimated Percentage Distribution of Workers According to Pay Periods in the Manganese Mining Industry

(June, 1962)

Centre	Estimated Total No. of Workers* in the Industry	Percentage of Workers whose Pay Period was		
		Month	Fortnight	Week
1	2	3	4	5
1. Madhya Pradesh	11,033	8.8	--	91.2
2. Maharashtra	10,477	8.0	--	92.0
3. Mysore	10,303	68.5	13.3	13.2
4. Orissa	12,636	9.3	--	90.7
5. ALL-INDIA	44,449	22.6	4.2	73.2

*Covered under the Mines Act, 1952.

3.3.1. *Earnings of 'All Workers' and 'Production Workers'*

According to the findings of the Labour Investigation Committee, the average daily basic wages of surface miners, in 1944, ranged between 4 annas 8 pies (Re. 0.29) in the Indian-owned mines, where only boulder picking was done, and 8 annas 10 pies (Re. 0.55) in the Shivrajpur Mines (Maharashtra). In the mines of C.P. Manganese Ore Company (M.P.) the daily average wage amounted to 7 annas 7 pies (Re. 0.48) for men and 5 annas (Re. 0.31) for women, whereas in the Sandur Mines (Madras) the basic rates were reported to be 7 annas (Re. 0.44) for men and 5 annas (Re. 0.31) for women. Besides this, the cash value of cheap grain and cloth, being supplied by the management of the C.P. Manganese Ore Company, worked out to about 3 annas 9 pies (Re. 0.23) per head per day. In the Shivrajpur Mines a dearness allowance of 2 annas (Re. 0.12) per day was also being given to all daily-rated and piece-rated workers. The rates of dearness allowance in the Sandur Mines varied from 1 anna 6 pies (Re. 0.09) to 3 annas (Re. 0.19) for man and 1 anna to 2 annas 6 pies (Re. 0.06 to Re. 0.16) for women.

Based on the results of the present Survey, the average daily earnings of a worker in the country have been estimated at Rs. 2.18 during June, 1962 while 'Production Workers' alone in the Industry earned, on an average, Rs. 2.06 per day. Details are presented in Statement 3.2.

The average daily earnings of 'all workers' were the highest in Orissa (Rs. 2.38) and the lowest in Mysore (Rs. 1.77). In Madhya Pradesh and Maharashtra they were Rs. 2.35 and Rs. 2.27, respectively.

As already stated, 'Production Workers' in the Industry earned Rs. 2.06 per day. Their earnings were lower than those of 'all workers' in Orissa and

STATEMENT 3.2

Estimated Average Daily Earnings of Workers in the Manganese Mining Industry

(June, 1962)

(In Rupees)

Centre	All Workers†	'Production Workers' (Employed direct)			All 'Production Workers'*
		Men	Women		
1	2	3	4		5
1. Madhya Pradesh	2.35	2.49	2.29		2.40
2. Maharashtra	2.27	2.59	2.00		2.27
3. Mysore	1.77	1.97	1.42		1.71
4. Orissa	2.38	2.40	1.84		2.15
5. ALL-INDIA	2.18	2.29	1.80		2.06

* † Covered under the Mines Act, 1952, whether employed directly by the managements or through contractors.

* Employed directly by the managements (i.e., excluding workers engaged through contractors).

Mysore Centres and equal to the earnings of the latter, in Maharashtra. However, in Madhya Pradesh, 'Production Workers' were found to be earning a little more than 'all workers'. This was due, probably, to the high percentage (about 69%) of low-paid watch and ward employees amongst workers other than 'Production Workers'. The reason for the relatively low earnings of 'Production Workers' in Mysore seems to be the fact that in this Centre they were all time-rated, whereas in all other Centres 'Production Workers' were mostly piece-rated with the result that there was scope for higher earnings in these Centres. Male 'Production Workers' invariably earned more than their female counterpart in all the Centres. At the all-India level there was a difference of Re. 0.49 in the earnings of male and female workers, the former getting Rs. 2.29 per day and the latter, Rs. 1.80 daily. This was perhaps due to the fact that women generally attended to light jobs which were less remunerative.

3.3.2. Earnings of Lowest-paid 'Production Workers'

In the Manganese Mining Industry, the lowest-paid occupations were reported to be those of tramline *mazdoors*, sorting rezas, oilmen, explosives *mazdoors*, mason helpers, shovel workers, dump *mazdoors*, shot firers, compressors, and haulage *mazdoors*, carpenter *mazdoors*, mates, ore-pickers and general *mazdoors*. During the course of the Survey data in respect of the earnings of such workers were collected separately. The average daily earnings of the lowest-paid 'Production Workers' *vis-a-vis* all 'Production Workers' and 'all workers' are given in Statement 3.3.

It will be seen from the Statement (3.3) that the average daily earnings of the lowest-paid 'Production Workers' in the Industry were Rs. 1.73 only, forming about 79 per cent. of the earning of 'all workers' and 84 per cent.

STATEMENT 3.3

Estimated Average Daily Earnings of the Lowest-paid 'Production Worker's and others in the Manganese Mining Industry

(June, 1962)

(In Rupees)

Centre	Average Daily Earnings of		
	'Production Workers'	Lowest-paid 'Production Workers'	All Workers
1	2	3	4
1. Madhya Pradesh	2.40	1.76	2.35
2. Maharashtra	2.27	2.06	2.27
3. Mysore	1.71	1.59	1.77
4. Orissa	2.15	1.88	2.38
5. ALL-INDIA	2.06	1.73	2.18

of those of 'Production Workers'. It was also observed that whereas 'Production Workers' had the highest earnings in Madhya Pradesh (Rs. 2.40), the lowest-paid 'Production Workers' earned the maximum amount in Maharashtra (Rs. 2.06). However, the earnings of both of these categories of workers were noticed to be the lowest in Mysore State.

3.3.3. Earnings of Clerical and Watch and Ward Staff

In the course of the Survey, separate information was collected in respect of the earnings of clerical and watch and ward staff. The data are presented in Statement 3.4.

STATEMENT 3.4

Estimated Average Daily Earnings of Clerical and Watch and Ward and Other Services in the Manganese Mining Industry

(June, 1962)

(In Rupees)

Centre	Clerical and Related Workers (including Supervisory staff)	Watch and Ward and Other Services
1		
1. Madhya Pradesh	3.24	1.79
2. Maharashtra	4.53	1.75
3. Mysore	2.97	2.06
4. Orissa	7.68*	2.80
5. ALL-INDIA	4.52	2.15

The average daily earnings of clerical and related workers (including supervisory) were Rs. 4.52., at the all-India level. Their earnings were the highest in Orissa (Rs. 7.68) and the lowest in Mysore (Rs. 2.97). In

*The High earning of clerical workers in Orissa were mainly due to high earnings of such workers in one of the big units covered during the Survey.

the Industry as a whole, watch and ward staff earned, on an average, Rs. 2.15 per day, which was more than the daily earnings of all 'Production Workers' (Rs. 2.06). It was found that when compared with the earnings of all 'Production Workers', the earnings of watch and ward employees were lower in Madhya Pradesh and Maharashtra, but higher in Orissa and Mysore Centres. Viewed in relation to what the lowest-paid 'Production Workers' were getting, the watch and ward staff were found to be better placed in all strata with the exception of Maharashtra.

3.4. Components of Earnings

The present Survey has shown that the pay packet of a manganese mine worker in India consisted, generally, of basic wages and dearness allowance only. Other allowances constituted a very small element of the total earnings of the workers. A break-up of the total earnings of the workers is presented in Statement 3.5.

3.4.1 Basic Earnings

The basic earnings, *i.e.*, the basic wages and dearness allowances, or the consolidated wages, accounted for as much as 90.8 per cent. of the total earnings of workers in the Industry, as a whole. The proportion that basic earnings formed of the total earnings was as high as about 95, 96 and 99 per cent. in Maharashtra, Madhya Pradesh and Mysore, respectively. In Orissa, however, the corresponding figure was only about 76 per cent.

It is also estimated that about 32 per cent. of the manganese mines in the country were paying a separate dearness allowance to their employees. This practice existed in about 61 per cent. of the mines in Madhya Pradesh and 35 per cent. in Orissa. The percentage of such units in Mysore and Maharashtra Centres was, however, low, being only about 15 in the former and 13 in the latter.

Of the mines paying a separate dearness allowance, in about 63 per cent. it was being paid at a flat rate, while in roughly 34 per cent., the rate of dearness allowance depended on managements' discretion. In Mysore, all the surveyed units paying separate dearness allowance had the flat rate system. One of the mines in Maharashtra, which accounted for the remaining about 3 per cent. of the units in the country calculated the dearness allowance to be paid to its employees at a uniform percentage of basic wage. In none of the manganese mines surveyed, the dearness allowance was found to have been linked to the consumer price index number.

3.4.2. Production/Incentive Bonus

As would be seen from Statement 3.5, Production/Incentive Bonus accounted for a negligible proportion of the total average daily earnings. In fact, the system of paying production bonus was in vogue in only one sampled unit in Mysore; in none of the other Centres such a system was reported*. In the unit where this practice existed, all 'Production Workers', other than the supervisory personnel, were eligible for the production bonus on achieving or exceeding the targets fixed for production.

*In Orissa, the system of production bonus was reported to be existing in one of the sampled mines but no such payment was made in June, 1962. Hence it has not been reflected in Statement 3.5.

STATEMENT 3.5

Estimated Average Daily Earnings by Components of Workers in the Manganese Mining Industry

(June, 1962)

Centre	(In Rupee)										
	1	2	3	4	5	6	7	8	9	10	11
		Basic Earnings (Basic Wages and D.A. or Consolidated Wages)	Production Incentive Bonus	Night Shift Allowance	House Rent Allowance	Transport Allowance	Overtime Pay	Food-grain Concession	Other Cash Allowances	Other Concessions in Kind	Total
1. Madhya Pradesh	.	2.26 (95.2)	—	—	—	*	0.01 (0.4)	0.07 (3.0)	*	0.01 (0.4)	2.35 (100.0)
2. Maharashtra	.	2.15 (94.7)	—	—	*	*	—	0.11 (4.9)	0.01 (0.4)	—	2.27 (100.0)
3. Mysore	.	1.76 (99.4)	0.01 (0.6)	—	—	—	*	—	—	—	1.77 (100.0)
4. Orissa	.	1.82 (75.5)	—	—	—	—	0.02 (0.8)	0.22 (9.3)	0.21 (8.8)	0.11 (4.6)	2.38 (100.0)
5. ALL-INDIA	.	1.98 (90.8)	*	—	*	*	0.01 (0.5)	0.10 (4.6)	0.06 (2.7)	0.03 (1.4)	2.18 (100.0)

*Indicates that the amount was less than Re. 0.005.

Note.—Figures within brackets are percentages to the total in column 11.

3.4.3 Night Shift Allowance

Night shift working was noticed in only a few* of the manganese mines in the country, and in none of these workers were being paid any night shift allowance.

3.4.3. Night Shift Allowance

House rent allowance too, formed a negligible proportion of the average daily earnings of workers. The payment of this allowance was reported from some of the mines (about 21%) in Maharashtra, and since it was restricted to only supervisory and managerial staff it accounted for an insignificant amount in the average daily earnings of 'all Workers'.

3.4.5. Transport or Conveyance Allowance

Only two sampled units, one each in Madhya Pradesh and Maharashtra, were found to be paying transport or conveyance allowance. The allowance was being paid only to the Mine Manager and the Medical Officer in both the mines.

3.4.6. Overtime Pay

Overtime work was not a regular feature in the Manganese Mining Industry and the practice of paying overtime pay was found prevalent only in a few mines in Madhya Pradesh, Mysore and Orissa. On an average, overtime pay amounted to only Re. 0.01 per day, and thus, constituted an insignificant proportion of the total daily earnings of a worker.

3.4.7. Foodgrain Concessions and Other Concessions in Kind

Concessions in kind being enjoyed by the workers in this Industry were mainly in the form of foodgrains at cheap rates. This system was existing in a few units in all Centres except Mysore. In these units, workers were supplied rice at concessional rates every week. This item constituted nearly 5 per cent. of the total average daily earnings of a worker in the Industry, in the country as a whole.

Besides foodgrains concession, some other concessions in kind like kerosene and firewood, were also being given to the workers in Orissa and Madhya Pradesh. The average daily earnings on account of these were, however, very small**.

3.4.8. Attendance Bonus

Only a few mines in the country, comprising 2 units each in Maharashtra and Madhya Pradesh were reported to be paying attendance bonus to their employees on a quarterly basis. In each of these four mines, the scheme was applicable to all workers getting below Rs. 300 per month, and laid down the payment of one month's basic wage for 65 days' attendance during the quarter, provided the workers did not participate in any illegal strike during the concerned quarter. The average earnings on account of this item were, however, found to be very insignificant.

3.4.9. Other Cash Allowances

Other cash allowances being given to the workers in this Industry were many and varied. These were : servant allowance, raising allowance, blast-

*About 2 per cent.

**About one per cent. only.

ing allowance, fuel and light allowance, compensatory allowance, managerial allowance, first-aid allowance, lead and lift allowance, special allowance for creche attendant, laundry allowance, machine allowance, cashier's allowance, rifle allowance, maternity allowance, foodgrains selling allowance and sanitary allowance. As the names of most of these allowances suggest, they were restricted to only certain categories of employees. The average earnings on account of such allowances were very small, being just Re. 0.06 per day (or about 3 per cent. of the total daily earnings), at the all-India level. Mines paying these allowances were located in all but the Mysore Centre of the Industry.

3.5. Profit and Annual Bonuses, etc.

Details of various bonuses paid each year to the workers in the industry are briefly discussed below :—

(i) *Profit-sharing Bonus*.—Only two of the mines surveyed, one each in Orissa and Mysore, comprising hardly 2 per cent. of all mines in the country, reported payment of profit-sharing bonus to their employees. In Orissa, the scheme, which was regular, was framed by the management and applied to all permanent employees. Three months' pay was given every year as profit-sharing bonus. The mine in Mysore had an irregular scheme according to which the payment of profit-sharing bonus depended on the management's discretion. All workers were covered under the scheme and the condition laid down for entitlement was at least six months' service. No bonus was declared if the profit was up to 5 per cent. One month's basic wage was allowed as a profit-sharing bonus for profit between 5 and 10 per cent., and two months' basic wage in case the profit was 10 per cent. and above.

(ii) *Annual or Year-end Bonus*.—The present Survey has revealed that only about 7 per cent. of the manganese mines in the country, consisting of two units each in Orissa and Madhya Pradesh and three in Mysore, had a system of paying annual bonus to their employees. The schemes were everywhere irregular and discretionary. In Madhya Pradesh, 4 months' basic pay was given as year-end bonus to all monthly-rated employees getting above Rs. 300/- per month. In Orissa, only supervisory, managerial, technical, administrative and clerical staff were entitled to receive bonus, after completion of six/twelve months' service. No rates had been fixed for the purpose. The conditions obtaining in Mysore, in this regard, were the same as those in Orissa.

(iii) *Festival Bonus*.—The practice of paying festival bonus was not in vogue in any of the mines covered during the Survey.

(iv) *Other Bonuses*.—Other bonuses were being paid in two of the mines surveyed in Orissa, two in Maharashtra and one in Madhya Pradesh. In both the mines in Orissa, the bonus was called ad-hoc bonus and was being paid to all those employees who had completed one year's continuous service. The rate of payment was 182 per cent. of one month's basic pay in a year. In Maharashtra, two sister concerns were making such a payment under a scheme called the 'Bonus Scheme for Officers'. Under the scheme, 4 months' basic wages were paid in a year as bonus to all those employees who had completed one year's service and were getting a monthly basic wage of Rs. 300/- or more. The scheme was irregular and discretionary in both the units. As regards the mine in Madhya Pradesh, other bonus in this unit went by the name of quarterly bonus and was being given

only to the Manager and the time-keeper. An unconditional payment of one month's basic wage was made every quarter to both these persons. The management are reported to have said that this bonus was being given on the basis of good conduct and efficient discharge of duties, and could be withdrawn any time if the owner of the mine so wished.

3.6. Fines and Deductions

The present Survey has revealed that the practice of imposing fines and making deductions was non-existent in the Manganese Mining Industry.

3.7. Supervision of Payment of Wages to Contract Labour

Though it was not obligatory for managements to exercise any control over payment of wages to contract labour, yet it was found during the course of the Survey, that in as many as about 90 per cent. of the mines, employing contract labour, such a control was being exercised. In most of the cases, it was observed that payment to contract labour was made either by the principal employer or in the presence of a senior official of the management. Any complaints of short payments were promptly looked into and there was frequent checking of contractors' records by the managements. In some cases, records about the payment of wages to contract labour were maintained by the managements themselves, while in others, it was ensured that provisions in respect of minimum guaranteed average wage were not violated.

CHAPTER IV

WORKING CONDITIONS

4.1. Shifts

At the time of the Labour Investigation Committee's enquiry, surface workings were generally found having only one shift while underground work was carried on in two shifts. The results of the present Survey indicate that about 98 per cent. of the manganese mines in the country, comprising all units in Maharashtra, Orissa and Mysore Centres and about 93 per cent. of those in Madhya Pradesh, were working only one shift. The remaining nearly 7 per cent. of the mines in Madhya Pradesh worked three shifts a day; as already mentioned elsewhere in this Report, underground operations were being carried on only in this Centre of the Industry. Double shift working was not reported from any of the mines surveyed. Details in this regard are set out in Statement 4.1.

STATEMENT 4.1

Estimated Percentage of Manganese Mines According to Number of Shifts Worked, etc. (1962-63)

Centre	Number of Mines	Percentage of Mines having			Percentage of Mines having Night shifts
		One shift	Two shifts	Three shifts	
1	2	3	4	5	6
1. Madhya Pradesh	90	92.7	—	7.3	7.3
2. Maharashtra	91	100.0	—	—	—
3. Mysore	57	100.0	—	—	—
4. Orissa	43	100.0	—	—	—
5. ALL-INDIA	281	97.7	—	2.3	2.3

All the mines working three shifts had, invariably, a night shift. Thus about 7 per cent. of the mines in Madhya Pradesh or roughly 2 per cent. of all mines in the country were working during the night. In all these units there was a regular system of change-over of workers and the change-over was effected after a week. Workers working at night were, however, not enjoying any special amenity or concession.

4.2. Hours of Work

The Mines Act, 1952 has laid down the hours of work for underground workers as not more than 48 in a week or 8 in any day, and for above-ground workers, 48 in a week and not more than 9 in any day. The Chief Inspector of Mines has, however, been empowered to grant exemption from the above limits of daily hours of work in order to facilitate the change-over in any mine. Data collected during the present Survey show that as many as about 95 per cent. of the manganese mines in the country had an 8-hour

day and a 48-hour week. The rest of the units (*i.e.* nearly 5 per cent.), worked for only 7 hours a day or 42 hours a week. None of the mines visited by the field staff was found working for more than 8 hours a day, although for above-ground work a 9-hour day is permissible under the Mines Act. Details about the different Centres are presented in Statement 4.2.

STATEMENT 4.2.

Daily Hours of Work in Manganese Mining Industry (1962-63)

Centre	Number of Mines	Percentage of Mines where daily hours of work for majority of workers were		Percentage of Mines where night-shift hours were	
		Equal to 7	Equal to 8	Equal to 7	Equal to 8
1	2	3	4	5	6
1. Madhya Pradesh	90	10.6	89.4	—	100.0
2. Maharashtra	91	—	100.0	—	—
3. Mysore	57	—	100.0	—	—
4. Orissa	43	7.4	92.6	—	—
5. ALL-INDIA	281	4.5	95.5	—	100.0

In all the night-shift-working mines, the working hours were the same for the day and night shifts. As mentioned elsewhere in this Report, nearly 32 per cent. of the working force in the Industry was employed through contractors. It was found during the Survey that contract workers were working for the same average daily and weekly hours of work as direct labour, in the concerned units.

As regards the practice prevailing at the time of the Survey in respect of spread-over and rest intervals in the manganese mines, the data collected appear in Statement 4.3 (page 30).

It is apparent from the Statement (4.3) that although the daily hours of work were 8 in about 95 per cent. of the mines, because of the varying durations of rest intervals—it ranged from one hour to even four hours in some of the mines—the spread-over also varied from 9 hours to more than 10 hours. However, in a majority of units, (*i.e.* about 50 per cent.), the spread-over was up to 9 hours. It was found that the provisions of the Mines Act, that the spread-over shall not exceed 8 hours in case of underground work and 12 hours for above-ground work, were being observed in all the mines surveyed. As regards the duration of rest interval, it was up to one hour in about 49 per cent. of the units and more than one and up to two hours in about 28 per cent. In nearly 22 per cent. of the mines, workers enjoyed a rest interval of more than two hours every day. The field staff came across two extreme cases in Orissa and Madhya Pradesh. In a large mine in Orissa, workers were allowed a break of 4 hours, whereas in the mine in Madhya Pradesh there was no rest interval at all. In fact, in a number of mines in Madhya Pradesh it was observed that the

STATEMENT 4.3
Estimated Percentage Distribution of Manganese Mines According to Duration of Spread-over, Rest Interval, etc.
 (1962-63)

(1962-63)

Centre	Number of Mines	Percentage of Mines Where										
		Duration of Spread-over was			Duration of Rest Interval was			No rest Interval				
		Up to 9 hours	More than 9 and up to 10 hours	More than 10 hours	Up to 1 hour	More than 1 and up to 2 hours	More than 2 hours					
									3	4	5	6
1	2											
1. Madhya Pradesh	90	42.6	17.9	39.5	39.0	17.9	39.4	3.7				
2. Maharashtra	91	54.1	21.3	24.6	54.1	21.3	24.6	—				
3. Mysore	57	75.4	24.6	—	75.4	24.6	—	—				
Orissa	43	26.0	66.7	7.3	26.0	66.7	7.3					
5. ALL-INDIA	281	50.5	27.8	21.7	49.3	27.8	21.7	1.0				

timings of rest interval could not be enforced as the work places were located in the jungle and away from the time office. Workers being, generally, piece-rated, took rest as and when they felt like.

4.3. Conservancy

The Labour Investigation Committee had reported that some mines did not provide latrines or urinals underground and even in surface workings no arrangements had generally been made for providing latrines or urinals. In 1952, the Mines Act made it obligatory for every mine to maintain adequate number of latrines and urinals of the prescribed types, separately for men and women. The present Survey has revealed that a majority of manganese mines in the country (*i.e.* 71 per cent.) had provided latrines for their employees. It was found that in Orissa the managements of all mines had done so and, in Madhya Pradesh, of three-fourths of the units. In Mysore also, latrines existed in about 90 per cent. of the mines, but in Maharashtra, the percentage of manganese mines having latrines was only about 41. Of the mines having provided this facility, nearly 71 per cent. had kept dry type pans for the purpose, while the rest had dry type bore holes.

Permanent latrines had been constructed by the managements of about 68 per cent. of the manganese mines having latrines; in 29 per cent. of the mines latrines were of temporary construction, while in the rest (*i.e.* about 3 per cent.), it was found that some of the latrines were of permanent construction and some were temporarily built. Taps near latrines had not been provided in any of the mines surveyed. As regards screening arrangements, they were found to be adequate in as many as about 96 per cent. of the units having latrines. It was also observed that in about 85 per cent. of the mines the latrine floors were impervious. The walls of latrines had been plastered or tarred in nearly 96 per cent. of the mines where latrines existed.

Women were employed in every mine in the country, but separate latrines for them had been provided in only about 70 per cent. of the units.

The Survey results also show that urinals for the use of workers were existing in only about 34 per cent. of the mines, and everywhere they were properly screened. The defaulting units were all the sampled mines in Mysore, about 80 per cent. of those in Maharashtra and nearly half of the units in Madhya Pradesh. In Orissa, managements of only about 22 per cent. of the mines were found to have not provided urinals. Nearly all the urinals provided were of a permanent type having plastered or tarred walls and impervious floors. As has already been stated, women were employed in all manganese mines in the country. Almost all the units providing urinals had made separate arrangements for women.

4.4. Leave and Holidays

The Mines Act provides for the grant of annual leave with wages to workers. Under the Act every person employed in a mine is entitled to leave with wages after one calendar year's services, at the rate of one day for every 16 days of work performed by him if employed below ground and one day for every 20 days of work in the case of other categories of persons. It is further laid down that a calendar year's service will, in the case of a

person engaged in underground work, mean not less than 190 attendances at mine and, in the case of others, 240 attendances. Statement 4.4., based on the data collected during the Survey, shows the prevailing practice in regard to granting of leave and holidays in manganese mines in the country.

STATEMENT 4.4

Estimated Percentage of Manganese Mines Granting Various Types of Leave and Holidays with Pay

(1962-63)

Centre	Number of Mines	Percentage of Mines granting			
		Earned Leave	Casual Leave	Sick Leave	National and Festival Holidays
1	2	3	4	5	6
1. Madhya Pradesh	90	100.0	39.0	66.6	100.0
2. Maharashtra	91	100.0	21.3	13.2	100.0
3. Mysore	57	100.0	19.7	39.3	100.0
4. Orissa	43	100.0	16.6	70.4	100.0
5. ALL-INDIA	281	100.0	25.9	42.4	100.0

4.4.1. *Earned Leave*

At the time of the Labour Investigation Committee's enquiry there was no law regarding leave. Nevertheless, the monthly-paid staff were getting two weeks' holidays with pay in the mines visited by the Committee in Central Provinces while in Shivrajpur they were being given one month's privilege leave. Subsequently leave facility was made available to the workers by the Mines Act which came into force in 1952.

The system of granting earned leave to workers was found in vogue in all the mines covered during the present Survey. Qualifying conditions were the same as those laid down under the Mines Act. Cash payments *in lieu* of leave earned by the workers were nowhere being made.

Data were also collected in respect of the number of workers who were granted earned leave during the calendar year 1961 and the extent of leave actually enjoyed by them. They are presented in Statement 4.5 (page 33).

The proportion of workers who enjoyed earned leave in the Industry during 1961 varied from about 7 per cent. in Mysore to 71 per cent. in Orissa. The percentages of such employees in Madhya Pradesh and Maharashtra Centres were nearly 64 and 54, respectively, the overall average in the country being about 50 per cent.

Of those who availed of such leave during 1961, about 69 per cent. took it for a period of over 10 and up to 15 days, and only 2 per cent. for more than 30 days. The rest of the employees (*i.e.* nearly 29 per cent.), took leave for varying periods.

STATEMENT 4.5

Estimated Number of Workers Granted Earned Leave With Pay in the Manganese Mining Industry
(During 1961)

Centre	Average Daily No. of workers employed in 1961	No. of Workers who enjoyed leave	Percent- age of workers who enjoyed Leave to the Total employed	Percentage Distribution of Workers who enjoyed leave									
				Up to 5 days	6 to 10 days	11 to 15 days	16 to 20 days	21 to 25 days	26 to 30 days	Over 30 days			
1	2	3	4	5	6	7	8	9	10	11			
1. Madhya Pradesh	. . . 10,300	6,602	64.1	10.9	11.9	62.7	9.1	1.7	0.4	0.3			
2. Maharashtra	. . . 8,380	4,550	54.3	3.1	12.0	68.6	6.4	5.3	4.4	0.2			
3. Mysore	. . . 9,432	658	7.0	30.1	19.9	29.8	8.1	3.0	5.0	4.1			
4. Orissa	. . . 10,027	7,107	70.9	1.5	6.3	75.2	6.7	2.7	2.7	4.9			
5. ALL-INDIA	. . . 38,139	18,917	49.6	6.1	10.1	68.7	7.5	3.0	2.4	2.9			

4.4.2. *Casual Leave*

It is not obligatory on the part of managements to grant casual leave to their workers. Data collected in respect of such leave show that only about 26 per cent. of the manganese mines in the country were allowing casual leave with pay to their employees (Statement 4.4). The approximate percentages of such mines in different Centres ranged between 17 in Orissa and 39 in Madhya Pradesh. In Maharashtra and Mysore, about 21 and 20 per cent. of the mines, respectively, were found to be granting casual leave to their workers. In about one-third of the units, where this facility existed, the duration of casual leave was restricted to 7 days in a year, whereas in the remaining two-thirds, employees could take casual leave for a period of between 8 and 15 days. In none of the mines surveyed, casual leave was allowed for more than 15 days in a year.

As regards the employees who could avail of this facility, it was found that, generally, managerial, technical, supervisory, clerical and other monthly-rated employees enjoyed this benefit. In all the units granting casual leave, full consolidated wages or basic pay and allowances, as the case might be, were payable for the period of such leave.

4.4.3. *Sick Leave*

The Labour Investigation Committee had found that only in Shivrajpur, monthly-paid staff were given 20 days' sick leave on full pay. Results of the present Survey show that nearly 42 per cent. of the manganese mines were allowing sick leave to their employees. The proportion of units granting sick leave was the highest in Orissa (about 70 per cent.) and the lowest in Maharashtra (only 13 per cent.). The corresponding percentages for Madhya Pradesh and Mysore Centres were roughly 61 and 39, respectively. In nearly 30 per cent. of the units giving sick leave, the period was restricted to 7 days in a year. It was over 7 and up to 15 days in about 46 per cent. of the mines and over 15 days in nearly 17 per cent. In the remaining about 7 per cent. of the mines, where sick leave facility was available to the workers, the duration of such leave was not fixed and depended on the managements' discretion.

In a majority of units granting sick leave (about 84 per cent.) normal basic wages plus dearness allowance, or consolidated wages, as the case might be, were permissible during the period of sick leave. However, in about 9 per cent. of the mines, all of them located in Orissa and Madhya Pradesh, payment during sick leave was made only at half the normal rates of wages. In one of the mines surveyed in Orissa, which accounted for the remaining about 7 per cent. of the units, the rate of payment had not been fixed and had been left to the managements' discretion which decided it on the merits of individual cases. The conditions attached for the grant of sick leave were, generally, the production of a medical certificate, and 240 days' attendance in a year in some cases and 52 days' attendance in the preceding quarter, in others.

4.4.4. *National and Festival Holidays*

At the time of the Labour Investigation Committee's enquiry only in Shivrajpur mines all workers enjoyed 6 days as religious holidays in a year, though they were with pay for monthly-rated workers only. During

he course of the present Survey it was found that the practice of granting national and/or festival holidays with pay had become universal in the Manganese Mining Industry since workers in each of the mines surveyed were enjoying this facility (Statement 4.4). The number of such holidays was up to 7 in a year in about 87 per cent. of the units and between 8 and 15 in the remaining 13 per cent. In about 82 per cent. of the mines, the benefit of national and festival holidays was enjoyed by all workers. In the rest of the cases, however, it was restricted either to monthly-rated employees or to all except 'Production Workers', etc.

About 78 per cent. of the manganese mines granting national and festival holidays were paying basic wages, or the agreed minimum wages in case of piece-rated workers, for these holidays. Consolidated wages were payable for national and festival holidays in about 20 per cent. of the mines, while in the rest (*i.e.*, about 2 per cent.), workers received basic wages and dearness allowance.

4.5. Weekly-offs

The Labour Investigation Committee had reported that workers got a weekly day of rest in mines visited by them in the Central Provinces and Shivrajpur but not in Sandur. The present Survey has revealed that all manganese mines in the country were granting a weekly day of rest to the workers. However, the provision* of the Mines Act in this regard was being complied with in only about 30 per cent. of the mines which allowed weekly rest to all their employees. In the remaining 70 per cent. of the units, this facility had not been extended to all workers as required by the law. In about one-third of the mines, only monthly-rated staff were allowed a weekly day of rest while in the rest (about 37 per cent.), only certain categories of employees like managerial, technical, supervisory and clerical were entitled to this benefit. A noteworthy feature in the Industry was, that despite the absence of any legal binding, about 84 per cent. of the mines were allowing weekly-offs with pay to some or all their employees. In the remaining units, no wages were, however, being paid for the weekly day of rest.

*No person shall be allowed to work in a mine on more than six days in any one week'.

CHAPTER V

WELFARE AND AMENITIES

An attempt was made during the present Survey to assess the extent to which manganese mines in India had actually provided welfare facilities to their workers. The information collected in respect of various welfare activities (both obligatory and non-obligatory) is presented in the following paragraphs.

5.1. Drinking Water Facilities

The Labour Investigation Committee had reported that drinking water was usually supplied to workers at their places of work. It was found during the course of the present Survey, that the provision of the Mines Act* was being complied with fully, since all manganese mines in the country had made arrangements for the supply of drinking water to their workers.

Drinking water facilities were in the form of earthen pitchers (in about 52 per cent. of the units) or buckets and drums (in the remaining 48 per cent.). Taps had nowhere been installed, nor was refrigerated water being provided in any of the mines surveyed. This is understandable in view of the fact that most of the manganese mines are situated in far-flung areas where municipal water mains do not exist. In nearly one-sixth of the units, all of which were located in Orissa and Mysore, earthen pitchers and drums were found to be not clean. Nearly 67 per cent. of all mines in the country were making special arrangements for cool drinking water in summer; these arrangements were, however, only in the shape of earthen pitchers.

The Mines Act also lays down that no drinking water point shall be situated within 20 feet of any washing place, urinal or latrine, unless a shorter distance is approved in writing by the Chief Inspector. The Survey has revealed that this provision of the Act was not being flouted in any of the mines.

5.2. Washing and Bathing Facilities

It is not obligatory for mine managements in the country to provide washing facilities to their workers. The law also does not require the provision of bathing facilities, except in the case of coal miners. Consequently, bathing facilities were not existing in any of the manganese mines surveyed, and there was only a solitary instance of a mine in Maharashtra where facilities for washing had been provided. In this unit, water was found stored in receptacles for washing purposes; no cleansing material had, however, been provided.

5.3. Canteens

The Mines Rules, 1955, provide that at every mine employing 250 or more persons on any one day in the previous calendar year, where the Chief

*"In every mine effective arrangements shall be made to provide and maintain at suitable points conveniently situated, a sufficient supply of cool and wholesome drinking water for all persons employed therein".

Inspector or Inspector so requires, there should be provided within the precincts of the mine a canteen for the use of all persons employed. Standards of canteen have also been prescribed in these Rules.

The Survey results show that only about 13 per cent. of the manganese mines in the country were under a statutory obligation to provide canteens, and nearly 68 per cent. of these had fulfilled this obligation. The compliance with law was cent per cent. in Madhya Pradesh, about 67 per cent. in Orissa and 40 per cent. in Mysore. None of the mines in Maharashtra was legally bound to set up a canteen. Observance or violation of law apart, actually about 18 per cent. of the mines in the country were found running canteens. As regards the different strata, the percentage of mines having canteens was approximately 22 in Orissa, 20 in Mysore, 18 in Madhya Pradesh and 13 in Maharashtra.

Data collected further show that nearly half of the canteens served simply tea, coffee and snacks while the rest had made arrangements for the sale of meals as well. Adequate drinking water arrangements existed in nearly 88 per cent. of the canteens.

Nearly 34 per cent. of the canteens in manganese mines were being run by managements, 11 per cent. by contractors and the remaining 55 per cent. by employers and employees jointly. Canteen Managing Committees were found functioning in about three-fourths of the canteens where they had been made responsible for fixing prices of articles sold. Managements fixed the prices in about 17 per cent. of the canteens, contractors in roughly 5 per cent. and managements and contractors jointly in another 5 per cent. Price lists of the various articles sold could, however, be seen in only about three-fifths of the canteens. It was also observed that the prices charged for the items sold were on a no-profit-no-loss basis in about 72 per cent. of the canteens, at subsidised rates in nearly 23 per cent. and at the market rate in the remaining 5 per cent.

Of the total number of workers employed in manganese mine having canteens, only about 9 per cent. were estimated to be visiting canteens daily. The reasons for the canteens being not so popular were found to be, firstly, that most of the workers lived nearby and went to their homes to take meals, etc., and secondly, that the articles sold were alleged to be not sufficiently cheap. The Survey has also revealed that the location of all the canteens was good. As regards hygienic conditions, they were found to be good in about three-fifths of the canteens and satisfactory in the rest.

5.4. Creches

On the provision of creche facility, the Labour Investigation Committee had reported that in spite of the fact that nearly 50 per cent. of the workers in manganese mines were women, creches were almost non-existent, presumably because there was no statutory provision for cheches at the time the Labour Investigation Committee reported. The Mines Creche Rules, 1959, as amended and applicable to mines at the time of the Survey, required every mine employing women to maintain a creche. Standards of construction of the creche building and items to be supplied have also been laid down in these Rules. The present Survey has revealed that although all manganese mines in the country employed women, creches had been provided in only about three-fifths of them. The compliance with the law in this regard was

good in Madhya Pradesh and Orissa, where creches were found existing in about 96 and 93 per cent. of the units, respectively, but poor in Maharashtra and Mysore where the corresponding percentages were only about 35 and 25.

In a little more than half of the units providing creches, the creche buildings were found to be quite satisfactory in so far as their construction, hygienic conditions and protection from weather were concerned. As regards the articles being supplied, soap and towels had been made available in about 43 per cent. of the mines having creches, clothes for children in nearly 26 per cent., milk and refreshments in about 23 per cent. and toys in approximately 20 per cent. The Mines Creche Rules also lay down that at every creche a full-time creche-in-charge who shall be a woman possessing necessary qualification and training shall be appointed. The Survey has, however, revealed that only a little less than half of the mines having creches were found to have appointed some staff like creche nurses or *ayahs*, etc., for looking after the children in the creche. The defaulting units were located mostly in Madhya Pradesh and Maharashtra Centres.

Data collected also show that nearly 24 per cent. of all mines in the country were employing women labour through contractors, and in about 77 per cent. of them, creche facilities were available to the children of such women as well.

5.5. Lockers

Manganese mines in the country are not under any statutory obligation to provide lockers and none of the mines surveyed were found to have done so voluntarily.

5.6. Rest Shelters

The Rules framed under the Mines Act lay down that at every mine employing 150 or more persons on any one day of the previous calendar year, there should be provided adequate and suitable shelters at or near loading wharves, open cast workings, workshops and mine entrances where 25 or more persons are ordinarily employed at any one time, for taking food and rest. A canteen of the prescribed standard maintained by a mine is regarded as a part of the above requirement. The standards for the shelters have also been prescribed in the Mines Rules.

Survey has revealed that approximately one out of every seven mines was obliged to provide rest shelters, and nearly 86 per cent. of them had fulfilled this obligation. The defaulting mines were located in Mysore. In one of these, the management was reported to have applied for exemption from constructing the rest shelter as the entire mining area was likely to be flooded on completion of a hydro-electric project being constructed in the vicinity. In another, the management stated that they had constructed three temporary sheds where workers were taking rest and the need for a permanent rest shelter had not been felt. Besides those which were legally required to construct rest shelters, a number of mines had done so voluntarily. Thus, in the Industry as a whole, it is estimated that the percentage of mines having rest shelters was about 46. In Orissa, rest shelters had been provided in each of the mines surveyed.

In about 72 per cent. of the mines having rest shelters, the same were in conformity with the prescribed standards, as laid down by the Mines Rules, inasmuch as they were sufficiently lighted, ventilated and maintained in a tidy condition. They also provided adequate protection against bad weather. In the rest (i.e., nearly 28 per cent.), one or the other deficiency such as improper protection from weather, lack of drinking water facilities, etc., was noticed.

5.7. Recreation Facilities

Only about one-fourth of the manganese mines in the country were found to have provided recreational facilities for their employees, the proportion of such mines being about 41 per cent. in Orissa, 34 per cent. in Mysore, 26 per cent. in Madhya Pradesh and 10 per cent. in Maharashtra. Of the mines where arrangements for workers' recreation existed, in about 32 per cent., indoor games, or outdoor games, or both, could be played. Nearly 48 per cent. of the mines were arranging cultural programmes in addition to indoor and/or outdoor games. In the remaining about 20 per cent. of the units there were no recreational facilities as such though some entertainment programmes for workers were being arranged on festive occasions. Indoor games most popular amongst the workers were carrom, cards, table tennis and chess while outdoor games generally played were hockey, football, volleyball, cricket and badminton. Cultural programmes included film shows, dramas, community listening and other social functions.

The expenses on recreation facilities were being met entirely by managements in as many as about 91 per cent. of the mines providing them, jointly by workers and managements in roughly 5 per cent. and from the welfare funds of the units in the remaining 4 per cent. of the cases. Workers alone were nowhere financing recreation facilities. As regards management of recreation facilities, in about 40 per cent. of the mines having these facilities the same were being managed directly by employers, and in another 38 per cent. indirectly, through some officers, etc. In the rest of the units, management of recreation facilities had been entrusted to a committee having representatives of employers and workers.

5.8. Educational Facilities

According to the Labour Investigation Committee, only some of the manganese mines had provided facilities for primary education. The present Survey has revealed a woeful lack of educational facilities in the Industry. Just about 6 per cent. of the mines in the country, comprising hardly 10 per cent. each of the units in Maharashtra and Mysore and only 7 per cent. of those in Orissa, were found to have provided schools. The schools were of primary standard in about four-fifths of the mines providing educational facilities, while in the rest, they were up to middle class. High and Higher Secondary schools or Degree Colleges did not exist in any of the mines surveyed.

It was observed that nearly half of the mines providing educational facilities were not charging any fees from the students and some articles of stationery like slates, pencils, etc., were being supplied in roughly 83 per cent. of them. It is worth mentioning that in Orissa and Mysore educational facilities, wherever being provided, were absolutely free and in addition, children were getting free articles of stationery in all such units.

Of all the mines contacted during the course of the Survey, adult education centres were being run in only one in Orissa. This unit had three such centres, all of them located outside the mine premises, and on June 30, 1962, 60 workmen were on roll in these centres. The number of workers who were educated at these centres during the preceding year was, however, not available.

5.9. Medical Facilities

The findings of the Labour Investigation Committee on the provision of medical facilities in manganese mines, in 1944-45, show that dispensaries had been provided in a number of mines and one of the mining companies maintained a hospital also. The medical facilities available to manganese miners at the time of the present Survey are discussed in the following paragraphs :

5.9.1. Hospitals and Dispensaries

It is estimated that only about one-sixth of the manganese mines in the country, consisting of nearly 18 per cent. of the units in Madhya Pradesh, 10 per cent. each in Maharashtra and Mysore and 29 per cent. in Orissa, had dispensaries/hospitals attached to them. Full-time doctors were found to have been appointed in approximately 71 per cent. of the mines having hospitals/dispensaries, and part-time in the rest. It was observed that in approximately half of the mines where part-time doctors were appointed, they were on duty for only between 1 to 6 hours in a week. In the remaining 50 per cent. of the units, their hours of work were 6 to 12 in a week. Other staff appointed in these hospitals/dispensaries generally included compounders, dressers, midwives, nursing orderlies, etc.

In addition to the above-mentioned units, about 11 per cent. of the mines, at the all-India level, were found to be having contracts with individual doctors for the treatment of their employees, while another nearly 29 per cent. of the units were reported to have made some *ad-hoc* arrangements with doctors for the purpose. However, the percentage of mines having similar contracts with some hospitals/dispensaries was insignificant (only about 1 per cent.). Thus, the arrangements for medical attention existed in nearly 57 per cent. of the manganese mines in the country. As already stated elsewhere in this Report, about 24 per cent. of the mines employed contract labour. It is estimated that in nearly three-fifths of the units employing contract labour, such labour enjoyed the same medical facilities as were available to direct labour.

As regards the duties of the doctors, it was noticed that, generally, they visited workers' houses and took care of their health and of the sanitary conditions within the mining area. Certifying medical fitness of workers at the time of recruitment, periodical medical check-up, etc., were some of the other duties of these doctors.

5.9.2. Ambulance Rooms

Under the Mines Rules, every mine employing more than 500 workers is required to provide and maintain an ambulance room under the charge of a qualified medical practitioner. If, however, an adequately equipped hospital or dispensary exists in the unit then it is not obligatory to provide an ambulance room. The Survey results show, that of all the mines surveyed, only

two, both of them situated in Madhya Pradesh, were employing more than 500 workers but since one of them was having a dispensary and the other a hospital, neither was under a legal obligation to provide ambulance rooms. Nevertheless, ambulance rooms existed in one of these two units. Besides this, ambulance rooms were also being maintained in three more mines, two situated in Mysore one in Madhya Pradesh, though these units were not under any statutory obligation to provide them. Thus, ambulance rooms were actually existing in about 4 per cent. of all mines in the country. These rooms were found to be under the charge of trained personnel in all the units having them.

5.9.3. *First-aid Boxes*

The Mines Rules lay down that every mine shall maintain first-aid boxes at the rate of one for every 100 workers ordinarily employed. Standards have also been prescribed regarding the items to be provided in the first-aid boxes. The law further requires that such boxes should be easily accessible to workers during all the working hours and they should be under the charge of trained persons.

The Survey results show that first-aid boxes were being maintained in all manganese mines in the country. In about 88 per cent. of the mines, some or all of these boxes were under the charge of trained first-aiders. In the rest of the cases (about 12 per cent.), all of which were in Mysore, the first-aid boxes were not found under the charge of trained persons.

The contents of first-aid boxes were found to be complete in only about 41 per cent. of the mines. In the rest of the units, one or the other deficiency was noticed. It was also observed that the first-aid boxes were easily accessible to workers in almost all the mines surveyed. Most of the trained first-aiders appointed in manganese mines were found to have received training under the St. John Ambulance Scheme.

5.10. *Transport Facilities*

The Labour Investigation Committee had nothing to report about the provision of transport facilities in the Manganese Mining Industry. At the time of the present Survey also, workers in the Industry were not found enjoying any transport facilities except in a small mine in Maharashtra. In none of the mines surveyed, any transport allowance was being paid to 'Production Workers'. However, in two mines such an allowance was being paid to Mine Manager and Medical Officer.

5.11. *Other Amenities*

All that the Labour Investigation Committee had to say on the provision of other amenities was that rice and other cereals were being supplied to the workers at concessional rates in a number of mines. Data collected during the present Survey show, that about 17 per cent. of the manganese mines in the country, comprising all units in Orissa and nearly 7 per cent. of those in Maharashtra were running cheap grain shops for the benefit of their employees where foodgrains were being sold to workers at subsidised rates. No such shops were, however, found functioning in Madhya Pradesh and Mysore. Barring a solitary instance of a mine in Orissa where a credit society for advancing loans to the workers in need, and a co-operative store were found functioning no other amenities were being provided to the workers in any of the mines surveyed.

5.12. Housing Facilities

The Labour Investigation Committee had expressed their dissatisfaction with the then prevailing housing facilities for the workers in the manganese mines. The present Survey has shown that nearly four-fifths of the manganese mines in the country were providing housing facilities to their employees. Centre-wise details are given in Statement 5.1. It will be seen from this Statement that whereas in Orissa and Mysore all mines had made arrangements for providing housing accommodation for their employees, in Maharashtra and Madhya Pradesh the percentages of such units were about 71 and 68, respectively.

STATEMENT 5.1

Estimated Percentage of Manganese Mines Providing Houses and Extent of Accommodation

(1962-63)

Centre	Number of Mines	Percentage of Mines Providing Houses	Percentage of Houses Consisting of		
			One room	Two rooms	Three or more rooms
1	2	3	4	5	6
1. Madhya Pradesh	90	68.3	78.5	20.2	1.3
2. Maharashtra	91	70.6	43.6	55.5	0.9
3. Mysore	57	100.0	94.5	3.8	1.7
4. Orissa	43	100.0	92.9	6.4	0.7
5. ALL-INDIA	281	80.3	71.8	27.1	1.1

Usually, the provision of one-room tenements seemed to be the rule inasmuch as about 72 per cent. of the houses provided by the managements belonged to this category. It is, however, noteworthy that the percentage of two-roomed houses was also not insignificant, being about 27. The rest of the houses (*i.e.* only about 1 per cent.) were having three or more rooms. It was found that about 44 per cent. of the houses provided were *pucca* built and the remaining 56 per cent. were of temporary construction.

Information collected shows that in most of the mines providing houses, one-room accommodation was made available to 'Production Workers' and watch and ward staff. The housing accommodation provided to the supervisory, clerical and/or administrative staff was generally of two rooms and above.

It has been estimated on the basis of the results of the Survey, that out of nearly 44,500 workers employed in the Manganese Mining Industry in June, 1962, only about 36 per cent. had been provided houses by the

employers. As amongst the different Centres, the percentage of such workers varied from about 29 in Orissa to 43 in Mysore, as can be seen from Statement 5.2.

STATEMENT 5.2

*Estimated Percentage of Workers Allotted Houses in the
Manganese Mining Industry
(1962-63)*

Centre	Number of Mines	Total Number of Workers* Employed	Per- centage of Workers Allotted Houses
1	2	3	4
1. Madhya Pradesh	90	11,033	36.7
2. Maharashtra	91	10,477	35.5
3. Mysore	57	10,303	42.9
4. Orissa	43	12,636	28.9
5. ALL INDIA	281	44,449	35.7

*Covered under the Mines Act, 1952.

Accommodation provided was almost everywhere rent-free as about 99 per cent. of the mines having houses were not charging anything from their employees by way of rent. Only one sampled unit in Mysore, which accounted for the remaining 1 per cent., was found to be charging rent from all the allottees.

In none of the mines surveyed, any facilities had been provided to the workers for building their own houses.

CHAPTER VI

SOCIAL SECURITY

Since the attainment of Independence, there has been a considerable enlargement of the scope and content of social security benefits to workers in our country, largely as a result of adoption of such statutory measures as the Employees' Provident Funds Act.* The following paragraphs briefly describe the social security benefits being enjoyed by workers in the Manganese Mining Industry at the time of the present Survey.

6.1. Provident Fund Scheme

At the time of the Labour Investigation Committee's enquiry, only the Shivrajpur Syndicate had a provident fund, but its membership was restricted only to monthly-rated staff in receipt of Rs. 25 or more.

The Employees' Provident Funds Act, 1952 was extended to the Manganese Mining Industry on November 30, 1957. At the time of the present Survey, about 57 per cent. of the mines were found to be having provident fund schemes. Of these, in about 96 per cent., the provident funds had been set up under the Employees' Provident Fund Scheme framed by the Government of India in 1952 and consequently, the rate of contribution, conditions of eligibility, etc., were the same as laid down in the Scheme. The remaining 4 per cent. of the mines were found to be running, in addition to the Employees' Provident Fund Scheme, some other provident fund schemes as well. In one of these mines the other scheme applied only to the Manager who was contributing 5 per cent. of his basic pay. In another, it was a voluntary scheme covering officers getting over Rs. 500 per month. The rate of contribution was, here also, 5 per cent. of the basic pay.

Speaking of different Centres, provident fund schemes were operating in about 89 per cent. of the mines in Madhya Pradesh, 81 per cent. in Orissa, 49 per cent. in Mysore and 20 per cent. in Maharashtra. On the basis of data collected, it is estimated that approximately 18.5 thousand workers in the Manganese Mining Industry, i.e., about 42 per cent. of the total, were members of provident fund schemes as on June 30, 1962. Details for different strata appear in Statement 6.1. (page 45).

6.2. Pension Schemes

Pension schemes were not in vogue in any of the manganese mines canvassed during the course of the Survey.

6.3. Gratuity Schemes

Survey has shown that the system of paying gratuity was prevalent in the Manganese Mining Industry to a very limited extent, the all-India percentage of mines paying gratuity to their employees being only about 7. The percentage of units having gratuity schemes in Madhya Pradesh and Maharashtra was the same as the all-India percentage. In Orissa, however, employees in about 19 per cent. of the mines were enjoying gratuity benefits. In Mysore, on the other hand, the field staff did not come across even a single sampled mine where gratuity was being paid to workers.

*E.S.I. Act does not apply to mines.

STATEMENT 6.1

Estimated Percentage of Manganese Mines having Provident Fund Scheme, Membership, etc.

(June, 1962)

Centre	Number of Mines	Percentage of Mines having Provident Fund Schemes	Percentage of Mines having		Total Number of Workers* Employed as on 30-6-1962	Percentage of Workers who were Members of Provident Fund Schemes as on 30-6-1962 (of Col. 6)
			Employees Provident Fund Scheme (of Col. 3)	Employees' Provident Fund as well as other Schemes (of Col. 3)		
1	2	3	4	5	6	7
1. Madhya Pradesh	90	89.4	95.9	4.1	11,033	47.9
2. Maharashtra	91	19.8	83.3	16.7	10,477	49.0
3. Mysore	57	49.1	100.0	—	10,303	6.2
4. Orissa	43	81.4	100.0	—	12,636	58.6
5. ALL-INDIA	281	57.5	96.1	3.9	44,449	41.5

*Covered under the Mines Act.

Gratuity was payable to the workers or their dependants in the case of death, retirement, voluntary resignation or termination of service by employers on grounds other than misconduct. In the event of death or retirement, gratuity was payable in all the mines having gratuity schemes, but in case of voluntary resignation or termination of service, only about 68 per cent. of such units were paying gratuity. In most of the mines paying gratuity (about 87 per cent.), there were regular schemes and in about 39 per cent. of such units, all workers were entitled to gratuity benefits. In the remaining 61 per cent., the benefit was, however, restricted only to those employees who were drawing up to Rs. 500 per month as total emoluments. As regards the rate of payment, it varied with the length of service put in. Generally, it was found that on retirement after 10 to 15 years' service, two weeks' pay for each year of service was paid and for 15 to 20 years' service three weeks' pay was admissible for each year of service. For service of 20 years and above, one month's pay for each year of service was being given subject to a maximum of 25 months' pay. If a worker died, half the amount of gratuity which would have fallen due to him had he resigned or retired on the date of death, was generally being paid. If, however, the cause of death entailed payment of workmen's compensation or compensation under any other law, the gratuity was not payable unless the latter was greater than the amount of said compensation in which case, the management paid only the excess amount. The most common qualifying condition for gratuity payment was completion of 10 years' service.

On the basis of the data collected during the present Survey it has been estimated that, in all only 231 persons in the Industry received gratuity during the calendar year 1961.

6.4. Maternity Benefits

The Mines Maternity Benefits Act, passed by the Central Government in 1941, provided for payment of cash maternity benefits for certain periods before and after confinement, granting of leave and certain other facilities, etc., to women employed in mines. In this connection, the Labour Investigation Committee* had found, in 1944-45, that many of the women workers could not claim benefit under the Mines Maternity Benefit Act as they left before working regularly for six months, which was the qualifying period. In 1961 a new Central Act on the subject was passed but it was not applied to mines till November, 1963. Hence at the time of the Survey the 1941 Act was in force.

Information pertaining to maternity benefit payment in the manganese mines, collected during the present Survey, shows that such claims had been made in about 24 per cent. of the mines in the country, during the calendar year 1961. These consisted of about 29 per cent. of the units in Madhya Pradesh, 20 per cent. in Maharashtra, about 50 per cent. in Orissa and 5 per cent. in Mysore. The total number of claims made and paid in the Industry was 1,225 by direct labour and 636 by contract labour, during the same period, i.e., calendar year 1961.

6.5. Industrial Accidents

The Workmen's Compensation Act, 1923, provides for compensation to workers who are injured on account of accidents arising out of and in the course of employment. At the time of the present Survey, provisions of the Workmen's Compensation Act were applicable to all manganese mines in the country. The data collected show, that on the whole, an estimated number of 1.9 thousand workers were involved in accidents in the Manganese Mining Industry during the calendar year 1961. The rate of accidents per thousand based on the estimate of average number employed during the year 1961, as also the distribution of workers involved by nature of accidents, are given in Statement 6.2.

STATEMENT 6.2

Estimated Proportion of Workers Involved in Accidents by Nature of Accidents in the Manganese Mining Industry.

(During 1961)

Centre	Average Daily Employment	Number of Workers involved in Accidents per 1000 workers employed and resulting in			
		Death	Permanent Disability	Temporary Disability	Total
1	2	3	4	5	6
1. Madhya Pradesh	10,300	0.4	0.3	89.8	90.5
2. Maharashtra	8,380	—	1.0	13.8	14.8
3. Mysore	9,432	—	—	2.1	2.1
4. Orissa	10,027	—	—	80.0	80.0
5. ALL-INDIA	38,139	0.1	0.3	48.9	49.3

*Report on 'Manganese Mining Industry in India', p. 26.

It will be seen from the Statement (6.2) that the rate of accidents was the highest in Madhya Pradesh, being about 90 per thousand, followed by 80 per thousand in Orissa. In Maharashtra, this rate was nearly 15, but in Mysore only about 2 per thousand. The all-India rate was about 49. The number of persons involved in fatal accidents, or of those who suffered permanent disability, was negligible. A vast majority of workmen were involved in only minor accidents causing temporary disabilities.

Compensation is also payable under the Workmen's Compensation Act in the case of certain occupational diseases mentioned in a schedule to the Act. During the present Survey, occupational diseases were reported from about one-fifth of the mines surveyed in the country, comprising about 95 per cent. of the units in Mysore and 4 per cent. in Madhya Pradesh. No such cases, however, came to light in Maharashtra and Orissa. In Mysore, the most common disease was silicosis which was caused by drilling, blasting, sorting, grinding or crushing of ore. In Madhya Pradesh, manganese poisoning resulted from dry drilling. However, no case of occupational disease in respect of which compensation was payable was reported during the year 1961.

CHAPTER VII

INDUSTRIAL RELATIONS

During the present Survey, information was collected on some important aspects of industrial relations in the Manganese Mining Industry. The findings appear in the following paragraphs :

7.1. Industrial Disputes

Data pertaining to industrial disputes in the Manganese Mining Industry were not collected during the present Survey since the same were available in the Labour Bureau. Such information@ in respect of the number of disputes in the Industry and consequent loss of man-days since 1959 is given in the Statement below :

STATEMENT 7.1*

Number of Disputes Resulting in Work-stoppages, Workers Involved and Man-days lost in the Manganese Mining Industry.

(From 1959 to 1963)

Year	Number of Disputes†	Number of Workers Involved	Number of Man-days lost (in '000)
1	2	3	4
1959	5	909	7
1960	7	1,329	4
1961	4	3,759	26
1962	5	1,456	9
1963	6	2,721	3

*Labour Bureau : 'Indian Labour Statistics', 1964 and 1965.

†These include both strikes and lock-outs.

The above figures show that there were more or less peaceful conditions in the Industry during the five years from 1959 to 1963, except in the year 1961 during which a considerable number of workers were involved in disputes and about 26,000 man-days were lost. The main reasons for this were two major strikes, one in Mysore and the other in Gujarat. The former took place in protest against the dismissal of a worker and involved 1,118 workmen resulting in a loss of about 10,900 man-days. The strike in a mine in Gujarat was over a charter of demands in which 2,048 workers took part and about 13,900 man-days were lost. The first of these strikes was called off as a result of conciliatory efforts and the second one through direct negotiations between the parties.

7.2. Trade Unionism

At the time of the Labour Investigation Committee's enquiry, workers in the Manganese Mining Industry were completely unorganised and the

@For limitations, refer to p. XVIII of the 'Indian Labour Statistics', 1964.

Committee had observed that it will take a long time for the workers to be able to stand on their own legs.* Even at the time of the present Survey, trade unionism, it seems, had not developed to any significant proportions in this Industry since in only about 13 per cent. of the mines surveyed, workers had organised themselves into trade unions. As for the different Centres, trade unions existed in about 22 per cent. of the mines in Orissa, 16 per cent. in Maharashtra and 15 per cent. in Madhya Pradesh. In none of the units surveyed in Mysore any union was found functioning. Looked at from the point of view of membership, it was found that in the Industry as a whole, 29 per cent. of the workers had enrolled themselves as members of one union or the other. They comprised about 52 per cent. of the workers in Orissa, 39 per cent. in Madhya Pradesh and nearly 31 per cent. in Maharashtra. Details are presented in Statement 7.2.

STATEMENT 7.2

Estimated Percentage of Mines Where Workers were Members of Trade Unions, etc. in the Manganese Mining Industry

(June, 1962)

Centre	Number of Mines	Percentage of Mines Where Workers were Members of Trade Unions	Number of Workers Employed as on June 30, 1962	Number of Workers Who were Members of Trade Unions	Percentage of Mines Where Trade Unions were Recognised
1	2	3	4	5	6
1. Madhya Pradesh	90	14.7	11,033	4,284 (38.8)	75.0
2. Maharashtra	91	16.5	10,477	3,236 (30.9)	100.0
3. Mysore	57	—	12,636	—	—
4. Orissa	43	22.1	10,303	5,371 (52.1)	33.4
5. ALL-INDIA	281	13.4	44,449	12,891 (29.0)	74.5

Note : Figures within brackets in Col. 5 are the percentages of workers who were members of Trade Unions to the total number of workers employed in the Industry on the specified date and covered under the Mines Act.

Trade unions, wherever existing, had been registered, but in only about 74 per cent. of the mines they enjoyed recognition by the managements. It was also observed that whereas in Maharashtra unions in all the mines having them had been recognised, in Orissa, only about one-third of the units having trade unions had accorded them recognition. The corresponding percentage for Madhya Pradesh was 75.

The most important activity of trade unions in the Manganese Mining Industry was noticed to be the securing of claims of their members under

various Labour Acts; unions in about 82 per cent. of the mines having them, were doing this work. Arranging relief for distressed members came next in importance, as in about 26 per cent. of the units having unions, this was part of their activities. Welfare facilities were being provided by unions in about 17 per cent. of the mines. It was found during the course of the Survey, that no attention had been paid to the provision of recreation or adult education facilities by any of the unions in the Industry.

7.3. Collective Agreements

In the course of the Survey, information was collected in respect of collective agreements concluded in the sampled establishments since 1956. It was found that about 44 per cent. of the manganese mines in the country had concluded collective agreements since 1956. These agreements were in force in about 29 per cent. of the units in Orissa, 20 per cent. in Maharashtra, 10 per cent. in Mysore and cent per cent. in Madhya Pradesh.

Collective agreements in this Industry covered a wide range of subjects. It was observed that in Madhya Pradesh, where such agreements existed in all the mines surveyed, the items covered were such as wage rates for different categories of workers, sick leave and payment during the period of such leave, bonus payment and joint consultative committees, etc. In Orissa, wages, bonus, amount of compensation to be paid to the workers in the event of closure of the mine, vacation of company's quarters and non-victimisation of workers who took part in a strike formed the subject-matter of collective agreements. In Maharashtra and Mysore, settlements arrived at were found to cover demands pertaining to wages, bonus, sick pay, gratuity, food allowance, and dearness allowance.

7.4. Standing Orders

With the enactment of Industrial Employment (Standing Orders) Act, 1946, it has become obligatory for all industrial establishments, including mines, which employ 100 or more workers to frame Standing Orders for regulating such matters as classification of workers, intimation of periods and hours of work, holidays, termination of employment and redress of grievances, etc.

It is estimated that only about 38 per cent. of the manganese mines in the country were under a statutory obligation to frame Standing Orders for their employees and all of them had done so. Besides these, another about 10 per cent. of the mines in the country had framed Standing Orders. Thus, Standing Orders were actually in existence in about 48 per cent. of all mines. The proportion of such units in different Centres was about 68 per cent. in Madhya Pradesh, 63 per cent. in Orissa, 49 per cent. in Mysore and 20 per cent. in Maharashtra. Statement 7.3 gives details regarding the existence of Standing Orders in the manganese mines.

STATEMENT 7.3

Estimated Percentage of Manganese Mines where Standing Orders were Framed, etc.

(1962-63)

Centre	Number of Mines	Percentage of Mines under Statutory Obligation to frame Standing Orders	Percentage of Mines where Standing Orders were framed (of Col. 3)	Percentage of Mines where Standing Orders were certified
1	2	3	4	5
1. Madhya Pradesh	90	43.1	100.0	100.0
2. Maharashtra	91	19.8	100.0	100.0
3. Mysore	57	44.2	100.0	—
4. Orissa	43	55.4	100.0	88.3
5. ALL-INDIA	281	37.7	100.0	76.8

In all the units having Standing Orders, they were found to have been framed under the Industrial Employment (Standing Orders) Act, 1946. It was also reported that Standing Orders had been certified in a little more than three-fourths of the mines having them. The defaulting units in this regard were all sampled mines having Standing Orders in Mysore and about 12 per cent. of those in Orissa. Enquiries have further revealed that in nearly 98 per cent. of the mines, Standing Orders were applicable to all categories of workers. In only one unit in Mysore (accounting for the remaining 2 per cent.), these Orders covered only 'Production Workers'.

7.5. Labour and Welfare Officers

Labour and Welfare Officers in industrial establishments serve as a useful link between employers and employees and help in establishing healthy contacts between the two. The Mines Rules lay down that in every mine wherein 500 or more persons are ordinarily employed a suitably qualified person shall be appointed as a Welfare Officer. The Survey results show that only about 6 per cent. of the manganese mines in the country were statutorily obliged to appoint Welfare Officers and out of them, roughly four-fifths had fulfilled their obligation. The defaulting units were all located in Maharashtra. It was, however, observed that quite a number of managements had voluntarily appointed Labour and/or Welfare Officers in their mines and thus, actually, about 12 per cent. of the units in the Industry had such officers.

These officers had a wide range of activities and were, generally, found to be performing all such duties as are prescribed in the Mines Rules. Securing redress of workers' grievances and maintenance of harmonious relations between the management and workers was one of their most important functions. They also advised managements in regard to matters connected with the proper implementation of various labour laws, awards and settlements. Organisation and supervision of labour welfare and recreational activities was also a part of their duties. In some of the units, the Labour Officers were found to be in-charge of the Time Office as well.

7.6. Works Committees

It was not till the enactment of the Industrial Disputes Act, 1947, that any positive step was taken by the Government of India for the setting up of Works Committees in the country. The Act lays down that all those establishments which employ 100 or more workers shall constitute Works Committees.

The results of the present Survey have shown that about 38 per cent. of the manganese mines in the country were under a legal obligation to set up Works Committees and of these, nearly three-fifths had done so. Compliance with the law was very good in Madhya Pradesh, Maharashtra and Orissa but it was not so in Mysore. It was also noticed that some of the mines had set up Works Committees voluntarily and the all-India percentage of units having such Committees was about 31. The main reason for not setting up these Committees in units where it was obligatory was reported to be that neither the managements nor the workers had felt any need for the same, and that the workers had never insisted on the formation of such Committees.

In about 36 per cent. of the units having these Committees they were reported to have met three times during the twelve months' period ending June, 1962, in nearly 26 per cent. between three and six times, in about 7 per cent. between six and nine times and in 22 per cent., over nine times during the year. The number of meetings held by Works Committees could not be known in about 9 per cent. of the mines where such Committees were functioning. Roughly three-fifths of the mines having these Committees were found to be giving equal representation to employers and employees on these Committees. Units, where representation was unequal, were located either in Madhya Pradesh or Orissa. Matters of mutual interest as well as of interest to either party formed the topics for discussion in the committee meetings and the decisions taken were generally implemented.

7.7. Production and Other Committees

Production Committees were found to have been set up in hardly 7 per cent. of the manganese mines in the country, comprising about 10 per cent. of the units in Maharashtra and 7 per cent. each in Madhya Pradesh and Orissa. No such Committee existed in Mysore. The functions of Production Committees were to advise on matters relating to production and to ensure better up-keep and maintenance of machinery and equipment, elimination of waste, etc. The representation of workers and managements on these Committees was equal in most of the cases.

Only one other type of Committee, namely, Safety Committee, existed in a few units (about 4 per cent.) of this Industry. These Committees advised managements on measures to ensure greater safety of workers in the mining operations. One of their objects was to educate workers on how to avoid accidents.

7.8. Grievance Procedure

With the coming into force of Industrial Employment (Standing Orders) Act, 1946, it has become compulsory for all industrial establishments employing 100 or more workers to frame Standing Orders prescribing, *inter-alia*, the procedure to be followed for the redress of workers' grievances. As

mentioned elsewhere, although only about 38 per cent. of the manganese mines in the country were statutorily obliged to frame Standing Orders, actually Standing Orders were in existence in about 48 per cent. of the mines, and thus, a prescribed grievance procedure had been laid down in all such units. The progress in this regard was noteworthy in Madhya Pradesh and Orissa, where about 68 per cent., and 63 per cent. of the mines, respectively had well-set procedures for the redress of grievances of their employees. The percentage of such units in Mysore was also not low, being about 49. In Maharashtra, however, it was only about 20.

According to the prevailing practice, grievances were usually represented by the worker himself, verbally or in writing, to the mine manager or an officer appointed for the purpose. Failing a satisfactory decision at this level, the worker had a right of appeal to the agent or the owner of the mine who was generally able to bring about a settlement. In some of the cases, however, there was a provision for the complainant to go to the Head Office also. The decision of the Head Office was binding and final. No forms were found to have been prescribed for lodging complaints. Any time limit for the disposal of grievances had also not been specified but it was maintained by managements that the grievances were attended to and disposed of expeditiously.

7.9. Association of Workers with the Management

The present Survey shows that none of the manganese mines in the country had introduced any scheme for associating workers with the management.

CHAPTER VIII

LABOUR COST

Information pertaining to labour cost was collected from sampled establishments during the course of the present Survey, in respect of employees covered under the Mines Act and receiving less than Rs. 400 per month as wages. This was in pursuance of the decision taken by the Study Group on Wage Costs appointed by the Ministry of Labour and Employment in 1959. The enquiry pertaining to labour cost was modelled on the lines of the Study of Labour Costs in the European Industry, made by the International Labour Office in 1956, with such modifications as were considered necessary in the light of conditions in India. For instance, in view of the fact that in India wages are paid on the basis of days instead of hours, data were collected in respect of man-days instead of man-hours. Similarly, it was found in the course of the pilot enquiry, that except for a very few establishments, separate records of premium payments made for leave or holidays, or for days not worked, were not maintained and hence these were dropped as separate items and recorded under 'basic wages'. Certain additions were made in the list either on the basis of the decisions of the Study Group referred to above, or to elicit separate information on some of the items on which employers have to incur expenses under labour laws in force in the country, *e.g.*, lay-off, washing facilities, retrenchment compensation, etc.

As mentioned elsewhere, the Survey was launched in September, 1962 and completed in May, 1963. With a view to maintaining comparability of data and ensuring uniformity, it was intended to collect information for the 12 months preceding the specified date, *i.e.*, for the period July, 1961 to June, 1962. If, however, it was not feasible to collect information for these 12 months, then the field staff was asked to collect the data for the latest period of twelve months for which information was available subject to the condition that it covered a major part of the period July, 1961 to June, 1962. The available data show that it was possible to collect information from most of the sampled establishments for the period of July, 1961 to June, 1962, or for the greater part of this period. Therefore, the information given below can be treated to relate to 1961-62.

It may also be mentioned here that with a view to forming a better estimate of labour cost, salaries and allowances, etc., of those persons who were employed in connection with any welfare item, amenity, etc., even though they were covered under the Mines Act and were receiving less than Rs. 400 per month, were not included in the general heads "Wages", "Bonuses" and "Other Cash Payments" alongwith the similar amounts paid to workers who came within the scope of the Study. Expenses incurred in connection with such persons were recorded against the item for which they were employed. Similarly, the man-days worked by such persons were also excluded.

8.1. Labour Cost Per Man-day Worked

Data in respect of man-days worked and the corresponding wages and other earnings of workers were collected during the course of the Survey as

also the expenditure incurred by employers on various welfare and social security measures, subsidy services, etc., representing the cost incurred by them on labour. Based on the above, the average labour cost per man-day has been worked out and is given in Statement 8.1.

STATEMENT 8.1

Estimated Labour Cost per Man-day Worked in Manganese Mining Industry
(July, 1961 to June, 1962)

(In Rupees)	
Centre	Labour Cost
1	2
1. Madhya Pradesh	2.49
2. Maharashtra	2.73
3. Mysore	1.89
4. Orissa	3.08
5. ALL-INDIA	2.58

The over-all labour cost per man-day worked in the Manganese Mining Industry was estimated at Rs. 2.58 only. As Statement 8.1 shows, the burden of the cost was the highest in Orissa (Rs. 3.08) and the least in Mysore (Rs. 1.89). For Maharashtra and Madhya Pradesh, the cost per man-day worked out to Rs. 2.73 and Rs. 2.49, respectively.

8.2. Components of Labour Cost

The major element of labour cost was wages. The cost for employers per day on account of other payments to the employees and expenditure on welfare and social security measures, etc., constituted only about 22.5 per cent. of the total labour cost. An account of the various components of labour cost can be had from Statement 8.2 (page 56).

8.2.1. Wages

This component comprised basic wages and dearness allowance, incentive or production bonus and attendance bonus received by employees.

It was desired by the Bureau to collect data under this head in respect of the man-days worked alone, but in the course of the pilot enquiry it was found that most of the employers did not maintain separate records of payments made for the days actually worked, and for leave and holiday periods. Consequently, the amount of basic wages and dearness allowance recorded included sum paid for the days worked as well as not worked but paid.

It would be noticed from Statement 8.2 that wages constituted the bulk, *i.e.*, about 78 per cent. of the labour cost in the Manganese Mining Industry. This proportion was the highest in Mysore (93.1 per cent) and the lowest in Orissa (61.4 per cent). In Madhya Pradesh and Maharashtra, wages formed about 86.8 and 78.8 per cent. of the labour cost, respectively. Statement 8.3 gives the break-up of the wage cost into the various sub-groups, *viz.*, basic earnings, incentive or production bonus and attendance bonus.

STATEMENT 8.2
Estimated Labour Cost per Man-day Worked by Main Components in the Manganese Mining Industry
 (July, 1961 to June, 1962)

Centre	(In Rupees)													
	1	2	3	4	5	6	Social Security Contributions		Subsidies	Cost of running welfare centres	Direct Benefits	Some Other Payments related to labour cost	Others	Total
							Bonus- es	Other Cash pay- ments						
Wages	Pre- mium pay for over- time and late shifts					Pay- ments in Kind								
1. Madhya Pradesh	2.16 (86.75)	*	*	*	*	0.06 (2.41)	0.09 (3.61)	0.01 (0.40)	0.15 (6.03)	—	—	*	0.02 (0.80)	2.49 (100.00)
2. Maharashtra	2.15 (78.75)	*	—	—	0.01 (0.37)	0.16 (5.86)	0.11 (4.02)	0.04 (1.47)	0.25 (9.16)	—	—	*	0.01 (0.37)	2.73 (100.00)
3. Mysore	1.76 (93.12)	*	*	*	—	—	0.02 (1.06)	—	0.11 (5.82)	—	*	*	*	1.89 (100.00)
4. Orissa	1.89 (61.36)	0.02 (0.65)	0.13 (4.22)	0.30 (9.74)	0.22 (7.14)	0.13 (4.22)	—	—	0.37 (12.01)	*	*	0.01 (0.33)	0.01 (0.33)	3.08 (100.00)
5. ALL-INDIA	2.00 (77.52)	0.01 (0.39)	0.04 (1.55)	0.09 (3.49)	0.11 (4.27)	0.09 (3.48)	0.01 (0.39)	0.22 (8.52)	*	*	*	0.01 (0.39)	0.01 (0.39)	2.58 (100.00)

* Less than Rs. 0.005.

Note.—Figures within brackets are percentages to total.

STATEMENT 8.3

Estimated Break-up of 'Wages Cost' by Sub-components in the Manganese Mining Industry

(July, 1961 to June, 1962)

(In Rupees)

Centre	Basic Wage and Dearness Allowance (or Consolidated Wages)	Incentive/ Production Bonus	Attendance Bonus	Total
1	2	3	4	5
1. Madhya Pradesh	2.06 (95.37)	---	0.10 (4.63)	2.16 (100.00)
2. Maharashtra	1.97 (91.63)	---	0.18 (8.37)	2.15 (100.00)
3. Mysore	1.75 (99.43)	0.01 (0.57)	---	1.76 (100.00)
4. Orissa	1.89 (100.00)	*	---	1.89 (100.00)
5. ALL-INDIA	1.93 (96.50)	*	0.07 (3.50)	2.00 (100.00)

*Less than Rs. 0.005.

Note :—Figures within brackets are percentages.

It is evident that a very large portion (96.5 per cent.) of wage cost was spent in the form of basic wages and dearness allowance or consolidated wages alone. Payments made in the form of attendance bonus accounted for the remainder (i.e., 3.5 per cent.). The amount attributable to incentive or production bonus was insignificant.

8.2.2. Premium Pay for Overtime and Late Shifts

Under this group, the premium part of pay for overtime, late shifts and work on holidays was recorded. This was represented by an amount received by the workers in addition to their normal pay. For instance, if a worker received one and a half times his normal wages for overtime work, the extra amount paid to him, i.e. one-half, was recorded against this item. The normal wages were included under the group 'wages'.

It would be seen from Statement 8.2 that premium payment for overtime work and late shifts accounted for a very small proportion of the total labour cost per man-day worked.

8.2.3. Bonuses

Payments made in respect of festival, year-end, profit-sharing and any other bonus were recorded under this item. As shown in Statement 8.2, the combined cost in respect of all such bonuses amounted to Re. 0.04 only per man-day worked constituting a very small percentage of the total labour cost in the Industry, as a whole.

Further break-up of such bonuses shows that the annual or year-end bonus constituted three-fourths of the cost on account of bonus payments while profit-sharing bonus accounted for the remaining one-fourth. Festival bonus was not being paid in the Industry while expenses on other bonuses were almost nil.

8.2.4. *Other Payments in Cash and Kind*

Other payments in cash and kind were those which were made regularly such as house rent allowance, transport allowance, foodgrains at concessional rates, supply of kerosene and firewood, etc., or irregularly, like servant allowance, laundry allowance, blasting allowance, etc. Figures in Statement 8.2 show that the cost in respect of all such payments amounted to Re. 0.20 per man-day worked or about 7.8 per cent. of the total labour cost per man-day worked in the Industry, as a whole. Such payments were being made to workers in all except the Mysore Centre of the Industry.

8.2.5. *Social Security Contributions*

Information in respect of this component of labour cost was collected under two heads : (a) obligatory *i.e.*, those expenses which the employers were required to incur in compliance with certain labour laws, and (b) non-obligatory,—*i.e.*, those social security contributions which the employers were making on a voluntary basis without any legal compulsion. The Survey results show that the combined cost on account of this component worked out to Re. 0.10 or nearly 3.9 per cent. of the total labour cost per man-day worked. Details about the labour cost in respect of various items of social security contributions for which the data were collected are given in Statement 8.4 (page 59).

It will be seen from the Statement (8.4) that expenditure incurred by employers on obligatory social security contributions during the year under reference amounted to Re. 0.09 and on non-obligatory contributions to only Re. 0.01. It was observed that about 88.9 per cent. of the labour cost on account of obligatory social security contributions was in respect of provident fund contributions alone. The remaining nearly 11.1. per cent. of the cost was attributable to expenses on maternity benefit payments. Payments made by way of compensation for retrenchment, lay-off and employment injury were insignificant. It was found, that during the year under reference, no expenses were incurred by employers on compensation for occupational diseases.

8.2.6. *Subsidies*

Cost to employers for providing certain facilities and services to workers and their families was collected under this head. The facilities listed were Medical and Health Care, Canteens, Restaurants and Other Food Services, Company Housing, Building Funds, Credit Unions and other Financial Aid Services, Creches, Educational Services (*e.g.*, Library, Reading Rooms, etc.), Recreational Services (Clubs, Sports, Theatres, Cinemas, etc.), Transport, Sanitation (at work places), Drinking Water Facilities, Vacation Houses, etc. The net amount spent, including depreciation but excluding any capital expenditure, was recorded. In the course of the pilot enquiry, it was noticed that in most of the cases, employers either did not maintain any records separately for the above-mentioned items or expenses related not only to persons falling within the scope of the Study but also to others. Hence, the field staff were asked to obtain estimates, wherever, such statistics were not available separately for the above-mentioned items, and/or for the employees covered by the Study only. In the latter case, estimates were made on the basis of the proportion that the employees coming under the scope of the Study formed to the total employees. Statement 8.5 gives details in respect of the cost on subsidies per man-day worked as revealed by the data collected. (page 61).

STATEMENT 8.4
Estimated Cost of Social Security Contributions per Man-day Worked in the Manganese Mining Industry
 (July, 1961 to June, 1962)

Centre	O B L I G A T O R Y											Total for Obliga- tory and non- obligatory the total labour cost	Per- cen- tage of Social Security contribu- tions to the total labour cost
	Provident fund	Retren- chment com- pensa- tion	Compen- sation for lay off	Compensation for		Mater- nity Bene- fits	Depen- dants allow- ance	Others	Total	Non- obliga- tory			
				Employ- ment	Occu- pational injury diseases								
1	2	3	4	5	6	7	8	9	10	11	12	13	
1. Madhya Pradesh	0.07 (77.78)	0.01 (11.11)	—	•	—	0.01 (11.11)	—	•	0.09 (100.00)	0.01	0.10	4.02	
2. Maharashtra	0.01 (90.90)	•	—	•	—	0.01 (9.10)	—	—	0.11 (100.00)	0.04	0.15	5.49	
3. Mysore	0.02 (100.00)	—	•	•	—	•	—	—	0.02 (100.00)	—	0.02	1.06	
4. Orissa	0.11 (84.62)	•	•	•	—	0.01 (7.69)	—	0.01 (7.69)	0.13 (100.00)	—	0.13	4.22	
5. ALL-INDIA	0.08 (88.89)	•	•	•	—	0.01 (11.11)	—	•	0.09 (100.00)	0.01	0.10	3.87	

*Less than Re. 0.005.

Notes.—Figures within brackets are percentages.

STATEMENT 8.5
Estimated Cost of Subsidies per Man-day Worked in the Manganese Mining Industry
 (July, 1961 to June 1962)

(In Rupees)

Centre	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
		Medi- cal and Health Care	Can- teen	Res- taurant & Other Food Services	Com- pany Hous- ing	Creche	Build- ing Funda- tion Ser- vices	Trans- port Sta- tion	Drink- ing Water	Educa- tional Ser- vices	Cul- tural Ser- vices etc.	Oth- ers	Total	Per- centage of Subsi- dies to Total Labour Cost			
1. Madhya Pradesh		0.04 (26.67)	0.01 (6.67)	—	0.07 (46.67)	0.01 (6.66)	—	*	*	*	0.01 (6.66)	0.01 (6.67)	*	*	*	0.15 (100.00)	6.03
2. Maharashtra		0.05 (20.00)	0.01 (4.00)	—	0.14 (56.00)	0.01 (4.00)	—	*	0.01 (4.00)	0.02* (8.00)	0.01 (4.00)	—	*	—	—	0.25 (100.00)	9.16
3. Mysore		0.02 (18.18)	0.01 (9.09)	0.02 (18.18)	0.04 (36.37)	*	—	*	—	0.02 (18.18)	*	—	*	—	*	0.11 (100.00)	5.82
4. Orissa		0.06 (16.22)	0.03 (8.11)	0.09 (24.32)	0.14 (37.83)	0.02 (5.41)	—	*	—	0.01 (2.70)	0.02 (5.41)	—	*	—	—	0.37 (100.00)	12.01
5. ALL-INDIA		0.04 (18.18)	0.01 (4.55)	0.03 (13.64)	0.10 (45.45)	0.01 (4.55)	—	*	*	0.02 (9.09)	0.01 (4.54)	—	*	*	*	0.22 (100.00)	8.52

*Less than Re. 0.005.

Note.—Figures within brackets are percentages.

The labour cost on account of subsidies amounted to Re. 0.22 per man-day worked or about 8.5 per cent. of the total labour cost, thus being next in importance only to 'Wages' group. As would be seen from Statement 8.5, the expenses incurred by employers on company housing were responsible for a fairly high portion (about 45.4 per cent) of the total cost on subsidies. About 18.2 per cent. of the subsidy cost was spent on the provision of medical and health care facilities, nearly 13.6 per cent. on the provision of restaurant and other food services and 9.1 per cent. on drinking water facilities. The remaining 13.7 per cent. of the cost on subsidies was distributed amongst expenses on such items as canteen, creches, educational services, etc. No expenditure was incurred on building funds and the expenses on credit unions, cultural and recreational services, transport and sanitation were insignificant.

8.2.7. Direct Benefits

Direct benefits are those benefits which are paid by employers directly to the beneficiary without any intermediary or external agency. Such benefits were given to the workers on occasions like birth, marriage, death or dependency (family allowance). The Survey has, however, revealed that the expenses on these items were insignificant at the all-India level.

8.2.8. Some Other Payments Related to Labour Cost

Under this group, expenses relating to Recruitment, Vocational Training, Apprenticeship and on the Job Medical Services were recorded. However as would be seen from Col. 12 of Statement 8.2, the expenses on these items were negligible at the all-India level.

8.2.9. Others

Besides expenses under various groups mentioned above, some of the employers had reported to have incurred some expenditure on the employment of the Labour/Welfare Officers in their mines. This expenditure was recorded under the head "Others". Col. 13 of Statement 8.2 shows that the total expenses on this item were Re. 0.01 per man-day worked, which represented about 0.4 per cent. of the labour cost.

CHAPTER IX

SUMMARY OF CONCLUSIONS

India is one of the principal producers of high grade manganese ore in the world and in output, is second only to the U.S.S.R. Manganese mining in the country was first undertaken in 1892 in the Vishakhapatnam District. Subsequently, large deposits of the ore were discovered in the then Central Provinces, Maharashtra and Mysore. The Industry registered rapid growth in the early part of the present century, and during the Second World War, the average annual production stood at 8 lakh tons, nearly all of which was being exported. Till the year 1957 there was a more or less steady expansion of the Industry, but since then, it has been subject to recession due to international trade situation. In 1957, which was the peak year, there were 735 manganese mines employing about 110.2 thousand workers. In 1961, the number of mines had gone down to 416 with an average daily employment of only 46.9 thousand.

Data collected during the present Survey show that on 30th June, 1962, the estimated total number of persons employed in the Industry was nearly 45.2 thousand. Of these about 91 per cent. were 'Production and Related Workers', and 6 per cent. were engaged on 'Watch and Ward and Other Services'. The rest of the working force comprised clerical, managerial, administrative and technical staff. As many as about 98 per cent. of the workers worked in open cast and surface workings and the remaining were employed underground. Workers covered under the Mines Act formed about 98 per cent. of the total.

Female labour was common in the Manganese Mining Industry since all the mines surveyed were employing women. They constituted about 46 per cent. of the working force in the Industry. Almost all women (97.5 per cent. of the total) were engaged on production and related processes like mining of bed-ore, dump cleaning, chilly boulding, sorting, stacking and picking. Child labour was nowhere employed.

Both the systems of payment, *i.e.* time as well as piece-rates, were prevalent in the Industry; whereas piece-rated workers were 53.5 per cent. of the total, time-rated formed only 46.5 per cent. Nearly 24 per cent. of the manganese mines in the country employed contract labour and such labour constituted about 32 per cent. of the Industry's working force. Nearly 95 per cent. of the workers were recruited by managements directly and almost all of them at the mining premises. There was no recruitment through intermediaries.

Approximately 56 per cent. of the directly employed 'Production Workers' in the Industry were permanent, 35.5 per cent. temporary and 8.5 per cent. casual. There were no probationers, apprentices or *badli* workers. The unstable character of the working force in the Industry is revealed by the fact that the percentage of directly employed 'Production Workers' having less than one year's service was as high as about 64. Only about 8 per cent. of the employees had a service of between 10 and 15 years and nearly 2 per cent. of over 15 years as on June 30, 1962.

The average absenteeism rate of 'Production Workers' in the Industry during the reference year, i.e., from July, 1961 to June, 1962, was about 16.2 per cent. The monthly rates reflect the usual pattern of higher absences during summer months and festival periods. There was considerable labour turnover in the manganese mines, the overall rates of accession and separation being as high as 18.4 and 16.7 per cent., respectively. Wide fluctuations in the working force due to such factors as trade conditions, agricultural seasons and weather conditions were alleged to be responsible for this high turnover. Ninety-one per cent. of the separations were on account of quits and the remaining, due to discharge or dismissal and retirement or death. Training facilities were not being provided in any of the mines surveyed.

It is estimated that, since 1956, wage revisions affecting majority of workers took place in nearly two-thirds of the manganese mines in the country. Of these, in about 27 per cent., the managements were found to have revised the wages of their employees once, in 55 per cent. twice, in 15 per cent. thrice and in the remaining 3 per cent. four times. It was also found that 38 per cent. of the wage revisions in the country were the result of agreement between employers and employees and in 35 per cent. of the cases they had been brought about voluntarily by the managements. In the rest of the units, adjudication awards were responsible for wage revisions. Week was the predominant pay period in the Industry as about 73 per cent. of the workers got their wages every week. Nearly 23 per cent. of the employees were monthly-paid and for the remaining 4 per cent. fortnight was the pay period.

The estimated average daily earnings of all workers in the manganese mines were Rs. 2.18 in June, 1962. The lowest-paid 'Production Workers' in the Industry earned Rs. 1.73 per day while the average daily earnings of clerical and related workers and of those belonging to the group 'Watch and Ward and Other Services' were Rs. 4.52 and Rs. 2.15, respectively.

A break-up of earnings has revealed that basic wages constituted about 91 per cent. of the total earnings while food-grains concession accounted for about 5 per cent. The remaining 4 per cent. of the earnings consisted of certain cash allowances, concessions in kind and over-time pay, etc. A separate dearness allowance was being paid in only about 32 per cent. of the manganese mines in the country, and in none of them it was linked to consumer price index number.

About 98 per cent. of the units in the Industry were working one shift a day, and the rest, three shifts daily. Only a few mines (about 2 per cent.) had night shift working and in all these units there was a regular system of change-over of workers. The daily and weekly hours of work were found to be not more than 8 and 48, respectively, in about 95 per cent. of the mines. In the remaining 5 per cent. of the units, they were 7 and 42 respectively. Thus, the provisions of the Mines Act in this regard were being observed everywhere. The duration of rest interval in a majority of cases was either one or two hours.

The system of granting annual leave to the workers was in existence in all the mines surveyed. Data collected regarding the number of workers who availed of such leave show, that about half of them had enjoyed leave during the calendar year 1961. Nearly 69 per cent. of these took leave for a period of over 10 and up to 15 days only. Those who remained on leave for over a month constituted a little more than 2 per cent. of the total.

The practice of granting casual leave with pay was found to be in vogue in only about one-fourth of the mines surveyed. This benefit was generally restricted to monthly-rated employees and the number of days for which casual leave was allowed did not exceed 15 in a year. About 42 per cent. of all units in the Industry were reported to be granting sick leave to their employees. The Survey has also revealed a universal practice of granting national and/or festival holidays with pay in the Industry. The number of such holidays was up to 7 in a year in nearly 87 per cent. of the units and between 8 and 15 in the remaining 13 per cent. Only about 30 per cent. of the manganese mines in the country were complying with the provisions of the Mines Act regarding the grant of a weekly day of rest to all the workers. In about 84 per cent. of the mines weekly-off was allowed with pay to some or all employees.

Drinking water facilities for employees existed in all the units surveyed, the arrangement being either in the shape of earthen pitchers or buckets and drums. Drinking water points were nowhere found located within the prohibited distance. It is not obligatory for manganese mines to provide washing or bathing facilities for their employees, and consequently, these facilities were not found existing in the mines surveyed.

Although only about 13 per cent. of the manganese mines in the country were required by law to provide canteens, not all of them had fulfilled their obligation. On the other hand, canteens were found existing in some of the units which were not legally bound to provide them. Thus, in all, about 18 per cent. of the mines had canteens. Nearly 55 per cent. of the canteens were being run jointly by workers and managements, and 34 and 11 per cent., respectively, by managements and contractors. Canteen Managing Committees had been appointed in about three-fourths of the canteens. Arrangements for the sale of meals, in addition to tea and snacks, existed in nearly half of the canteens. In most of the canteens, articles were sold on a no-profit no-loss basis. The location and hygienic conditions of the canteens were generally good. However, it was noticed that the canteens were not popular with the workers as only a small percentage of them visited canteens.

The percentage of units providing creches was found to be only about 61, despite the fact that all mines in the country employed women. Rest shelters had been constructed in about 46 per cent. of the mines, though only about 14 per cent. of the units were statutorily obliged to provide them. Only a few mines had not respected the law in this regard.

While recreational facilities existed in about one-fourth of the mines, facilities for the education of workers' children had been provided on a very meagre scale. Nearly 16 per cent. of the manganese mines had attached hospitals or dispensaries, and although none of the units was required to maintain an ambulance room such rooms existed in about 4 per cent. of all mines. Roughly 40 per cent. of the units had contracts with doctors or had made *ad-hoc* arrangements for the treatment of their employees. First-aid boxes were, however, being kept in all the mines and in about 88 per cent. of the units these boxes were under the charge of trained first-aiders. Only approximately 41 per cent. of the first-aid boxes were found to be containing all the prescribed items. The Survey results also show that about 17 per cent. of the manganese mines were running cheap grain shops for the benefit of their employees. It is estimated that housing facilities

existed in about 80 per cent. of the mines, most of them being in the shape of one-room tenements. The benefit was, however, not on an extensive scale as only about 36 per cent. of the workers in the Industry had been housed. The accommodation provided was rent-free almost everywhere.

The security against the contingency of old age which the workers in the manganese mines enjoy, seems to be mostly in the shape of provident funds. About 57 per cent. of the units in the Industry had provident fund schemes. As many as about 96 per cent. of the provident funds had been set up under the Scheme framed by the Central Government under the Employees' Provident Funds Act, 1952. It is estimated that about 42 per cent. of the workers in the Industry were provident fund members on June 30, 1962. Pension schemes had nowhere been introduced and the system of paying gratuity was also prevalent to a very limited extent as only about 7 per cent. of the mines in the country were paying gratuity to their employees. Claims for payment of maternity benefit were reported to have been made in nearly one-fourth of the mines surveyed during the calendar year 1961. The total number of claims made and paid was 1,861 during this year. Data collected in respect of accidents show, that during 1961, the accident rate in the Industry was about 49 per thousand workers employed. Nearly all the accidents were minor ones causing temporary disability.

Trade unionism, it seems, had not developed to any significant extent as workers had organised themselves into unions in only about 13 per cent. of the manganese mines surveyed. From the point of view of membership also the picture was not encouraging as hardly about 29 per cent. of the workers had enrolled themselves as members of trade unions. Recognition to the unions had been accorded by the managements of nearly three-fourths of the mines having unions. The most important activity of trade unions in this Industry was reported to be securing of claims of their members under the various labour Acts. Some of the unions were also arranging relief for distressed workers and providing welfare facilities.

It is estimated that since 1956 and till the time of the Survey, about 44 per cent. of the manganese mines had concluded collective agreements with their employees which related mostly to wage rates, sick leave, bonus, gratuity, food allowance and dearness allowance. Roughly 38 per cent. of the manganese mines in the country were under a statutory obligation to frame Standing Orders and all of them were found to have complied with the law. Besides, some of the mines which were under no legal obligation had also framed Standing Orders. Thus, it is estimated that at the time of the Survey, nearly 48 per cent. of all mines had Standing Orders.

Appointment of Labour/Welfare Officers was obligatory for only about 6 per cent. of the manganese mines, and out of them, nearly four-fifths had honoured this obligation. Actually, however, such Officers were found to have been appointed in about 12 per cent. of the mines surveyed. Of the mines legally bound to set up Works Committees, nearly three-fifths had done so. In addition, however, a few other units had also constituted such Committees on their own. The all-India percentage of manganese mines having formed Works Committees was about 31. Apart from Production and Safety Committees which were found functioning in about 7 and 4 per cent. of the mines respectively, no other Committees had been constituted in this Industry.

Information collected regarding the system of settling grievances of the workers shows, that in roughly 48 per cent. of the units a prescribed procedure for this purpose had been laid down. The general practice was that the aggrieved employee approached the mine manager with an oral or written complaint, and failing satisfactory redress, appealed to the agent or the owner of the mine. As regards schemes for the association of workers with management, none of the mines surveyed were found to have introduced the same.

Data relating to labour cost in respect of persons covered under the Mines Act and receiving less than Rs. 400 per month show that, during the year ending June, 1962, the labour cost in the Industry was Rs. 2.58 per man-day worked. Wages, *i.e.* basic wage, dearness allowance and incentive payments, constituted the main component of labour cost and accounted for nearly 78 per cent. of it. Subsidies and 'other payments in cash and kind' accounted for about 8.5 and 7.8 per cent. of the total labour cost, respectively, while expenses falling under the group 'social security contributions' constituted about 3.9 per cent. of the total labour cost. The main items of expenditure under the head 'subsidies' were, company housing, medical and health care and restaurant and other food services.

APPENDIX

A BRIEF NOTE ON THE SAMPLE DESIGN AND THE METHOD OF ESTIMATION ADOPTED

1. *Sample Design*

For the Survey of Labour Conditions, a multi-stage sampling procedure with industry as a stratum, with further regional strata for those industries which were found to be highly concentrated in particular regions or areas, was followed. The registered factories belonging to those industries for which regional stratification was found necessary were stratified and each centre or area of high concentration was taken as a separate regional stratum of the industry and the remaining scattered factories were clubbed together into a single residual stratum. Establishments in an industry/regional stratum were arranged in a frequency distribution fashion with suitable class intervals and were divided into two size-groups, large factories and small factories, on the basis of an optimum cut-off point derived for each industry. The optimum cut-off point was so derived that if all the establishments in the upper size group were included in the sample, the results obtained would yield an estimate of over-all employment within 5 per cent. error at 95 per cent. confidence interval, and the sample size would be minimum. The optimum cut-off point varied from industry to industry. For the Manganese Mining Industry it was 141 which was equal to the average size of employment in the industry. However, considering the limited resources available for the Survey of Labour Conditions and the practicability etc., it was thought that a sample of 25 per cent. from the upper size group and 12½ per cent. from the lower size group would yield reliable results. However, the experience of earlier Surveys had shown that due to (i) non-availability of very recent frame, (ii) closures, and (iii) units changing their line of production, considerable shrinkage had occurred to the desired sample size. Hence it was decided that for taking into account such closures etc., the required sample size should be increased to allow for the above mentioned shrinkage. Having thus increased the sample size, the units which were found to be closed or which had changed their line of production were simply ignored and no substitution for such cases was made.

The ultimate sampling units, namely registered factories, mines or plantations with an industry/regional stratum were arranged by contiguous States and within each State by contiguous districts in a serpentine fashion so that districts formed a contiguous chain from one State to another. Having arranged the list of units in the above manner, the units above the optimum cut-off point were taken in the upper-size class and the rest in the lower-size class. From these size-groups, the required number of units were selected by systematic sampling with a random start. The frame on the basis of which the sample was selected in the case of manganese mines was the list of registered mines for the year 1958.

2. *Method of Estimation*

In the course of the Survey, various characteristics were studied, some of which were correlated with employment whereas there were others which were not correlated with employment but with the number of establishments. Consequently, two different methods were used for working out estimates.

For estimating the totals of those characteristics which are highly correlated with employment such as absenteeism, labour turnover, earnings, labour cost, ratio of total employment was used as the blowing up factor. For estimating the totals of those characteristics which are not correlated with employment such as, number of units providing certain welfare facilities, etc., the ratio of units was used as the blowing up factor. Estimates of percentages have been arrived at by computing in each case the ratio of the estimates of the totals for the two characteristics involved.

In any stratum the estimates for the total of X—characteristic not correlated with employment is given by :

$$X = \frac{N_u - N'_u}{n_u - n'_u} \sum_i X_{iu} + \frac{N_L - N'_L}{n_L - n'_L} \sum_i X_{iL} \dots \dots \dots (1)$$

The summation extending over all the sampled units surveyed in the stratum

- where X = the estimated total of the X—characteristic for a particular stratum;
- N_u and N_L = the number of units in the original population as featuring in the 1959 list, which was used as frame, in the upper and lower size-groups, respectively of the stratum concerned;
- N'_u and N'_L = the number of units which featured in the 1959 list but were not featuring in the latest available list nearest to the period of the Survey in the upper and lower size-groups respectively of the stratum concerned;
- n_u and n_L = the total number of units in the sample (from 1959 list) in the upper and lower size-groups respectively of the stratum concerned;
- n'_u and n'_L = the number of sampled units, which were found at the time of the survey to be closed or to have changed the line of production and hence left out in the upper and lower size groups respectively of the stratum concerned;
- X_{iu} and X_{iL} = the total of the characteristic X in the i th sample unit of the upper and lower size groups respectively of the stratum concerned.

The totals for an industry are obtained on the basis of the above formula for each one of the strata of the industry.

In any stratum the estimate for the characteristic —Y correlated with employment is given by

$$Y = \frac{E_{N_u - N'_u}}{E_{n_u - n'_u}} \sum_i Y_{iu} + \frac{E_{N_L - N'_L}}{E_{n_L - n'_L}} \sum_i Y_{iL} \dots \dots \dots (2)$$

The summation extending over all units in the stratum.

where Y = the estimated total of the characteristic Y for a particular stratum

$E_{N_u - N'_u}$ and $E_{N_L - N'_L}$ = the total employment in 1959 in the $N_u - N'_u$ and $N_L - N'_L$ units respectively.

$E_{n_u - n'_u}$ and $E_{n_L - n'_L}$ = the total employment in 1959 in $n_u - n'_u$ and $n_L - n'_L$ sampled units respectively.

Y_{iu} and Y_{iL} the total of the characteristic Y in the i th sample unit of the upper and lower size groups respectively of the stratum concerned.

The totals for an industry are obtained by summing up the totals obtained on the basis of the above formula for each one of the strata of an industry.

